

The Night the City Became a Stadium

*INDEPENDENT REVIEW OF THE
2011 VANCOUVER STANLEY CUP PLAYOFFS RIOT*



John Furlong and Douglas J. Keefe, Q.C.

CO-CHAIRS

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*CO-CHAIRS: John Furlong and Douglas J. Keefe, Q.C.
Vancouver, British Columbia
August 31, 2011*

DEDICATED TO THOSE PEOPLE WHO TOOK BACK THE STREETS.

August 31st, 2011

**Solicitor General and Minister of Public Safety,
Province of British Columbia**
P.O. Box 9053, Stn Prov Govt
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Mayor of City of Vancouver
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Chair of the Police Board
2120 Cambie Street
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Dear Review Sponsors,

Final Report of the Independent Review of the 2011 Vancouver Stanley Cup Playoffs Riot

We are pleased to deliver our Final Report to you, as required in the Terms of Reference established for the review.

The report addresses 1) the learnings from the 1994 riot and how were they integrated into our planning for this event, 2) the foundational elements of the VPD/City plans for the event and the relationship of those plans to what transpired in the lead-up and during the riots, 3) the availability of liquor at public events and the contribution this made to the events that unfolded, and 4) looking forward, a framework for how the City of Vancouver and the VPD work with the appropriate partners to optimize the safe, inclusive and enjoyable participation of our public in celebrations in the public spaces for which Vancouver is world-renowned.

Yours very truly,



DOUGLAS J. KEEFE, Q.C.



JOHN FURLONG

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Executive Summary

FOREWORD

We accepted an invitation by the Province, the City of Vancouver, and the Vancouver Police Board to review and comment on four matters in two months.

The time allotted imposed discipline on us. Our mandate was unambiguous and we stuck to it. We portray the essentials of what happened and suggest ways to reduce the chances of it happening again.

THE RIOT

Every year more than 600 events from block parties to impromptu demonstrations and celebrations take place in the City of Vancouver. Perhaps 15 draw 100,000 or more people and one or two may reach 300,000 attendees.

On June 15 there was a riot. People who either wanted to make trouble or thought it looked like fun caused it and people who stayed to watch became a shield, and prolonged it.

The same number of people – estimates are unreliable but a consensus seems to have formed around 155,000 – could be in the same place on another night and it would be very crowded but there would be no trouble. The problem with that number, in that venue, is that when trouble starts emergency services can't get to it. A general sense of lawlessness prevails, causing anxiety in some and excitement in others.

The question then is not the cause of the riot – troublemakers deliberately caused it – but the conditions that gave them the opportunity. The key ingredients were congestion and free flowing alcohol.

REVIEWING

We were given the cooperation we were promised with a degree of openness and candor we frankly did not expect. That does not happen without courage and leadership; we saw in the people we interviewed a determination to learn, adapt and move forward.

Hindsight is the established summit for reviews such as ours. We use it to understand what could have been done better. But we recognize that the decisions we reviewed were made without its benefit. And the challenges of converting downtown streets into a safe venue should not be underestimated.

In our personal lives the usual starting point for a party is the decision to have it and invite our guests. In this instance, the people were coming; the parties were to give them something to do. They invite themselves, so their numbers are unknown in advance. They will be jubilant or downcast, and many will be drunk and ready for trouble.

Unlike many large events, this one had no venue or forum to control the size of the crowd and help with crowd management.

What was intended as a family affair turned out to be organizing a series of Olympic-sized street parties with a few days in between. Things could have been done better but not without more time to plan and practice. Playoff hockey does not allow for that.

1994 RECOMMENDATIONS

There were five reports on the 1994 riot and together they produced over 100 recommendations, many overlapping, some superseded. The events of 1994 and 2011 have as many differences as they have similarities, so direct comparisons are not all that helpful. A lot has changed in 17 years, in technology and in the region. Overall the City and region are much better at crowd management and control in 2011 than in 1994. In 1994, 200 police (including the downtown patrol) faced a crowd of between 40,000 and 70,000. Help poured in from the region and ranks grew to 500. In 2011, 446 police (not counting the regular downtown patrol) faced 155,000. Precautions were in place to better coordinate regional resources and the total number of police eventually reached 928. The City's 1994 report may be summarized in three points:

- » on occasion there will be impromptu gatherings downtown;
- » if the people have something to do the chances of trouble will be reduced; and
- » if there is no one to host the event the city should.

The 2011 Live Sites are a continuation of the implementation of that recommendation. Planning and communications technology are significantly more sophisticated than in 1994. All of emergency services in Vancouver use a common communications system. The majority of emergency services in the region do as well. They all ought to.

The problems we found in 2011 were not systemic, as before, but showed the need to maintain skills in working together, developed by police services during the Olympics.

Recommendations regarding command facilities have all been addressed and worked well.

VPD's approach today to crowd management is consistent with the recommendations and works well under most circumstances.

And, although there were individual equipment failures and problems with equipment caches, the overall quality of crowd control equipment and training is markedly improved.

2011 PLANS AND OUTCOME

Vancouver tried to do a good thing and found itself in an almost impossible situation.

There were too many people, not too few police. No plausible number of police could have prevented trouble igniting in the kind of congestion we saw on Vancouver streets that night.

The VPD had a good plan to police the game and the aftermath. That is when trouble can be expected and that is when it occurred. The plan had changed little from previous games when it had worked successfully except that the number of officers assigned had increased from just over 200 to 446. The police came on time. The problem was that a great many people arrived early; and great numbers were drunk when they arrived or drank openly after they got there.

VPD's crowd management strategy is good but is predicated on setting and maintaining a tone of responsible celebration. The opportunity to set a tone passed before there were enough officers to set it and congestion prevented its later imposition. But it is likely that, even if police presence had been established early, it could not have been maintained in the congested streets.

When the situation started to deteriorate the decision to go to riot gear was correct and timely but the transition was slow due to communications problems and location of the riot equipment in the packed streets.

The riot was really a series of running hot spots over a large area. Once underway the riot was handled well by police and reinforcement from police services in the region was swift and massive. However, better public order planning and practicing for large regional events is required.

The temporary Live Site venues would probably have been fine for the number of people they were designed to contain – about 34,000. They might have managed for 50,000. They had worked reasonably well in earlier games and when there had been problems the City made adjustments. The problem on June 15 was that the venues, particularly security checks for alcohol and eventually the fences, were overwhelmed.

Essentially the City core became a stadium holding 155,000 people but without resilient infrastructure, time, or capacity to manage the crowd.

ALCOHOL

The second factor is alcohol. Alcohol fuelled the riot.

Alcohol consumption and binge drinking are significant problems in society and on June 15 they were like gasoline on a fire. Binge drinking is a high-risk problem in itself but opens the door to high-risk activities such as fighting, setting fires, and other dangerous behaviours. Alcohol fuelled nasty behaviour and triggered law breaking that surprised and galled us all.

Liquor interdiction efforts were overwhelmed. There was open drinking on transit and on the streets.

We suggest special event measures to reduce illegal consumption of alcohol at major regional events.

FUTURE

Large gatherings will continue and some of them will be impromptu. We trust the Canucks will compete again for the Stanley Cup in 2012 and the streets will fill again to take it all in.

Social media and regional transportation make large impromptu gatherings more likely and less predictable. Translink estimates it carried an extra 200,000 people on June 15. At the peak it delivered about 500 people into downtown every 90 seconds by train alone.

The city's policy of taking ownership when there is no official host is correct, but the City and community partners need to build the capacity to plan and execute events the size of Game 7 night. The City and its partners can put good events together on the fly – the first six games of the Stanley Cup finals are proof of that. But Game 7 is proof that the risks cannot be managed without dedicated resources, planning and preparation.

Well-designed venues are crowd management tools. Streets are not primarily intended for large numbers of people so crowd management relies more heavily on temporary measures and people – usually the police.

It was made clear by the parties to this report that the city wishes to celebrate publicly and that there should be full enjoyment of Vancouver's public spaces. We have determined that to achieve this kind of success the City needs some additional planning tools. We provide a planning proposal to help the City perfect its approach to these inevitable, impromptu, but important public occasions.

We looked at key questions around significant factors such as public transport, the media, social media, the Vancouver Canucks and the use of volunteers and while a guarantee about the future is not possible we contend it is possible to narrow the gap toward eliminating a repeat of June 15th.

The streets should not be surrendered to thugs and villains. People should be able to congregate downtown in harmony without the need for police on every corner.

Vancouver has the capacity to be great at this...it has been shown time and again. Vancouver is a magnificent city with remarkable public servants, a dedicated police force and remarkable citizens with a right to feel proud and to expect the best.

This report is best viewed through the lens of when the facts and a unique atmosphere collide.

Some things we will never know but perhaps we really don't need to. We know what we know and how we felt and that we would rather not feel that way again. Enough, we think, to build on.



DOUGLAS J. KEEFE, Q.C.



JOHN FURLONG

Vancouver, BC

August 31, 2011

Introduction

A POSITIVE ANXIETY FOR THE CANUCKS

The Vancouver Canucks had their best ever season in 2011, winning the President's Trophy as the National Hockey League's top point getter. In the march to the Stanley Cup, they fought a succession of grueling series against Chicago, Nashville and San Jose before facing the Boston Bruins in the final, best-of-seven series. The finalists were well matched and played games full of triumphs and reversals on each side. As the days wore on, civic officials hosted large-screen television broadcasts that drew crowds of mixed size and characteristics to the downtown Vancouver core on game nights whether the team was playing at home or away. Finally, with three wins apiece, the teams met for the Game 7 decider on Canucks home ice the evening of Wednesday, June 15.

That day, the city was filled with a positive anxiety for the team as anticipation grew to sometimes frenzied levels that this would be the year the Canucks would finally debut as National Hockey League champions. By some estimates, there were nearly 200,000 revelers downtown.

But by the early afternoon people downtown began to feel a sense of unease.

Vancouver is a great city that has managed to get a lot of things right. It has a clean and efficient regional transportation system; a large, tech-savvy, and diverse cadre of young people; and a downtown entertainment district that is lively and attractive with major sports venues nearby. Most cities in the world would happily trade their problems for Vancouver's if they could have these three strengths. That night, however, these strengths combined to produce a bad result. A couple of thousand Canadians turned on the people who serve them every day, the police, firefighters, paramedics, and ordinary people behind counters.

The Canucks lost and a riot was underway. A dangerous environment developed quickly; property was damaged; cars were burned; windows smashed and stores looted, and violence displayed toward Good Samaritans. Anything could have happened. Overwhelming numbers of people, many intoxicated, were jammed into a venue that is a grid of city streets, not a stadium. The area appeared almost paralyzed as confusion and tension grew. Fear spread. The alarm and disorder was broadcast live on television and radio and distributed around the world.

In the aftermath downtown Vancouver appeared to have been ransacked, as if hit by a vicious storm.

AFTERMATH

After the riot was suppressed, the airwaves quickly filled with outrage and questions about the city's state of readiness, the numbers of police officers on duty, the tactics employed and various decisions taken to bring the situation under control. Culprits were being identified, and some turned themselves in. There were calls for retribution and public officials began to tour the area and speak forcefully and in some detail about the events of the night before. The debate continued for days and various entities began their internal reviews.

Another important aspect, one that was widely discussed even before Game 7, was the eerily similar Vancouver Stanley Cup riot of June 1994. That experience resulted in several official reviews at the time, and people wondered aloud if any of the lessons of 1994 had been learned.

MANDATE OF THIS REVIEW

Our review is part of the process of restoration that began in the early morning of June 16 when, in a show of amazing, heart-warming generosity, crowds of citizens from all over the region converged downtown, some armed with brooms and cleaning supplies. It was a spontaneous effort to work alongside civic authorities clean up after the Stanley Cup riot. But it was more than that; it was a rebuke to the instigators, a repudiation of those who cheered them on, and the symbolic reclamation of the public space. They were heroes and they acted for the millions who love Vancouver.

Another, less dramatic step is to examine what happened and learn from it so that Vancouver can continue to be a city that works and a city where people celebrate together, in safety.

The Province of British Columbia, The City of Vancouver and The Vancouver Police Board established this Independent Review.

In a sense they asked us to be Monday morning quarterbacks – not because they are in short supply but because a democracy runs on information. There needs to be a clear narrative of the major events and suggestions for the future.

This review had a very disciplined time frame and four specific target areas:

- » The learnings from the 1994 riot and how were they integrated into our planning for this event.
- » The foundational elements of the Vancouver Police Department /City plans for the event and the relationship of those plans to what transpired in the lead-up and during the riots.
- » The availability of alcohol at public events and the contribution this made to the events that unfolded.
- » Looking forward, a framework for how the City of Vancouver and the Vancouver Police Department work with the appropriate partners to optimize the safe, inclusive and enjoyable participation of our public in celebrations in the public spaces for which our City is world-renowned.

Our role

Our mandate directs us to assume that “Vancouver will continue to be a city that wants to continue to experience the full use of our vibrant public spaces to celebrate safely and responsibly.” We want to help reduce the possibility of a reoccurrence of the behaviours seen on June 14, 1994 and June 15, 2011 on the streets of Vancouver.

The work of the review was conducted without subpoena powers. We did not require them. We had the complete cooperation of all parties and a small but formidable team. From the outset all involved declared their desire for a positive outcome and a desire to improve.

Our goal was a credible report with accurate findings and useful recommendations around the four areas – the lessons of 1994, pre-event planning, alcohol, and a framework for the future. Our independence has been stressed and endorsed repeatedly. We know that our findings will be scrutinized from all angles. We also know that we tread upon established ground.

ASSIGNING BLAME

No one can say for sure but perhaps a few thousand people rioted or looted. The effect outweighed their numbers, the appalling and terrifying behaviour; the incomprehensible strutting and flaunting of criminal acts in front of hundreds of digital cameras. Are these our fellow citizens, we ask ourselves? Do they have that little regard for our sense of community?

At an early news conference we were asked if we would assign blame. We said we were more interested in finding ways to reduce the chance of riots in the future. We believed then, and we believe today, that lynching is not the appropriate response to a riot.

But we do assign blame. We blame the people who started the riot. We blame the people who were weak or excitable enough to join them; we blame the looters who destroyed not only property but also, for many citizens, retailers and employees, trust and a sense of security in society. And we blame the people who stood around, providing an audience, and getting in the way of people trying to restore order.

But improvements are needed.

We have identified mistakes that were made in the planning and execution of the Game 7 event. We found things that could have been done better and some things that were done well but didn't turn out well on the night of June 15.

The supreme mistake would be to start from scratch. Vancouver gets so many things right. The better plan is to build on the very solid foundations that are here and that is what we have chosen to try to do with this report.

CAUSE, LEARNING & IMPROVEMENT

Since 1994 Vancouver has experienced many grand events and been through a transformational growth period. There have been huge and impressive infrastructure improvements and the city was centre stage and globally celebrated for hosting the 2010 Winter Olympics — the largest event ever staged on Canadian soil. The Games were preceded by over 20 major test events including world championships and World Cups, all part of helping to prepare for the significant challenges of hosting the largest event in the world. Various other exercises were conducted in an attempt to mirror the types of scenarios that might be faced at Games time. In other words, there was lots of pre-event practice.

Other events, all attracting huge crowds, have been executed very well over the years save a few incidents of bad behaviour. Clearly the capacity exists for large-scale public gatherings in Vancouver. While confidence has been shaken, there is a clear desire for this to continue.

Through the effort of this review we hope to help restore public confidence and desire, provide measured, thoughtful recommendations and some tools for a way forward. Ultimately we will try to elevate the potential for future success and help to diminish the likelihood of another riot. While we will point to the primary contributing factors that led to the chaos of June 15, 2011, our main goal is to leave a pragmatic framework to help inform and guide future performance.

As we trust you will see, there are many factors that go into creating a riot and many more that have to be present to achieve the fine balance necessary for our society's basic goal of order that is democratic and just.

Why a review?

A TWO-MONTH INDEPENDENT PROCESS

We were asked to undertake an independent review focused on four elements. It is not a public inquiry; we have no power to compel evidence. The deadline for our review is a firm August 31st. A fixed date is not unusual but one that is two months from a standing start is bold.

In our minds there are two major reasons for a two-month time frame:

- » Vancouver hosts several hundred events every year; some involving hundreds of thousands of people such as the Celebration of Light and, later this year, the Grey Cup. If changes are needed to improve public safety, authorities must be able to make them quickly. Uncertainty and controversy can make orderly change more difficult.
- » In the immediate aftermath of the riot, the public had many questions. Not surprisingly, stories and theories began to swirl and fill gaps in the public record. Democracies run on information and, if not enough information is available, misinformation.

An independent review can help address both problems.

There are alternatives to an independent review. Internal reviews are at one end of the spectrum, public inquiries at the other. Arrayed in the middle are political processes such as legislative committees and debates and of course public discourse of all kinds. Internal reviews are underway in every public agency that was involved in the riot or planning the event in some way. Public debate on the subject enjoys robust good health and it was recently infused with more energy by the much larger and longer riots in the United Kingdom.

We are not a public inquiry.

A public inquiry establishes facts and makes recommendations. It has the same powers as a court to compel testimony from witnesses and order the production of documents. But even a public inquiry has no power to make legally binding decisions. In the end its only power is the authority of its report.

In recent years, public inquiries have been criticized as being too time consuming and expensive, and too "judicial" or process dominated. But public inquiries no longer rely solely on court-like examination and cross-examination to establish facts. As early as the late 1980's the Commission into the Wrongful Conviction of Donald Marshall Jr. consulted expert panels on issues such as race relations and the proper role of the attorney general in criminal matters.

Ontario Associate Chief Justice Dennis O'Connor, who conducted both the Walkerton and the Arar inquiries, has written:

Clearly, there will sometimes be an advantage to canvassing the important and contentious issues through the more formal legal-type of hearing process. In any investigation, however, much of the information gathered is not really in dispute. Importantly, a commission of inquiry gathers information in an independent and non-partisan fashion and serves a very different function than a party to a legal proceeding. I found this to be the case both in the Walkerton and Arar Inquiries. The facts are the facts, and in many instances it is unnecessary to subject the facts to the adversarial process in order to ascertain the truth.¹

THE STANLEY CUP RIOT

This riot and the lead-up to it is a case where, for the most part, “the facts are the facts.” There is a very large quantity of official records right down to the reports made by individual police officers in the hours immediately following the riot. Events are still fresh in the minds of civic officials, the police, and the public.

We have had the full cooperation of agencies and officials that we were promised and have been pleased with the candor exhibited. We have been given full access to whatever documents we asked for and, in truth, more than we knew to ask for initially. So it has been possible for us to “trust and verify.”

We have also been given drafts of their internal reviews and supporting documentation. Even though we made our own enquiries the internal reviews were of great assistance as background papers.

The criminal courts and police disciplinary bodies are available to examine the actions of individuals and have the power to make the legally binding decisions that neither a review nor a public inquiry can make.

Consequently, we believe a review such as we have conducted is an appropriate instrument to examine the issues and perform the tasks in our mandate.

A word of thanks...

We knew it would be a difficult task. We said we would need help and the Ministry of Public Safety seconded a small team from their Police Services Division to work with us independently. They were Jenni Bard, MA, Program Manager; Gabi Hoffmann, PhD, Program Manager; Lucie Vallieres, MA, Analyst; Justine Herman, Administrative Assistant.

They were with us from start to finish. Our world became theirs too. They were the heart of the operation and gave up time with their families, friends, animals, and the sun, to read, write, edit and argue with us. This was their summer.

Deputy Chief Charles Bordeleau and Inspector Mark Ford, loaned to us by the Ottawa Police Service, were our technical advisors and spent countless hours interviewing and checking and checking again, and then explaining acronyms to us. They gave us a window into a day when a couple of thousand of our fellow Canadians turned on the people who serve them every day, the police, firefighters, paramedics, and ordinary people who serve behind counters. With Derek Johnston, they produced an impressive report that was a resource for us time and time again, and which we finally decided to include in ours so everyone can use it as a reference.

A Narrative Account of the Riot

INTRODUCTION

The riot of June 15 was an event witnessed directly by hundreds of thousands of people. Each person has a story to tell and each story will be different. This segment of the Riot Review report is an attempt to convey, as best we can, some sense of how things unfolded on the ground that night. The review's work has given us an extensive set of facts to base this story on. It draws on interviews we conducted and on the chronology we constructed from official records and which is found in the Appendix. Nearly 800 documents were collected. Inevitably, however, choices have to be made resulting in some things staying in and others being left out – choices that some may characterize as subjective. Yes, this narrative is just a perspective, a blend of facts and mood, in which we have chosen the present tense in order to emphasize the rapid and scattered unfolding of events that night. It's a shot at telling the story and we offer it in the context of a lengthy and thorough report in the hope that it allows those who were not present on the ground that night to gain some sense of what it was like to be right there where it all happened.

GAME DAY

MORNING

As Vancouver wakes up the morning of Game 7, it is the 15th day of the month of June, the 15th day since the start of the Stanley Cup final series between the Vancouver Canucks and the Boston Bruins.

Game 7 is the 25th consecutive postseason game for the team and its fans.

The long rainy season is over and daytime temperatures are now starting to touch 20 degrees. The warm ocean breezes of late spring may seem to some to carry an added note, something special. One writer in The Vancouver Sun tries to put a finger on what is going on:

Sikh gurdwaras and Catholic churches are going ga-ga. Filipino grannies are swapping statistics with white skateboarders. South Asian professors are sharing game analyses with Chinese executives.²

The city has gone Canucks-crazy. Traditional hard core hockey fans are outnumbered by cheerful dilettantes.

Yet there is also an edge to the euphoria. The morning papers carry stories with headlines like "No reason to expect repeat of '94," "Fan nerves high at Cup's finale," and "Vancouver's faithful can't shake the ghosts of playoffs past."³

For what seems like days now, playoff segments on a local radio station generally known for its high-minded appeal have been preceded by a clip from the 2009 dance anthem *I Gotta Feeling*.

The catchy chorus used in the intro runs as follows:

I gotta feeling that tonight's gonna be a good night

That tonight's gonna be a good night

That tonight's gonna be a good good night wooh hoo (x4)

Anyone inspired to listen to the whole song would be able to enjoy celebratory sentiments such as, "Let's paint the town/We'll shut it down/Let's burn the roof/And then we'll do it again." But the Black Eyed Peas are talking about going clubbing. The fact is, apart from the large numbers of inebriated fans downtown, the playoffs have brought out only the best in the city. The Vancouver *Sun* echoed a common point of view:

When I told California friends that giant parties were breaking out during each Stanley Cup game in Vancouver, they were amazed. In many U.S. metropolises, they said, the main thing most people would expect if thousands suddenly showed up for a mass street event was a riot. Vancouver seems beyond that.⁴

MIDDAY

Game 7 doesn't start until past quitting time, but the city is in a party mood. On this work day, thousands will down tools as early as noon to get themselves in position for the ice action. Ahead of planners' schedules, jersey wearers arrive downtown in large numbers.

The City of Vancouver issues a news release at 10 a.m. encouraging people to celebrate Game 7 responsibly. Crews ensure more CCTV cameras will be watching the crowd.

At noon, work begins to set up the official fan zone in downtown Vancouver. As the Canucks advanced through the playoffs, the city and the Canadian Broadcasting Corporation have collaborated to provide a mass viewing place in front of the broadcaster's new building at Georgia and Hamilton. From Game 3 onward, it was expanded and a second site at Granville and Georgia was eliminated to create a single, larger location with better sight lines.

Around the region, the largest other Game 7 celebration site is in Surrey, while in Abbotsford citizens have been invited to view a free broadcast in an arena.

This set-up is two hours earlier than it had been for previous games. Two intersections – West Georgia Street where it meets Homer and, a block away, Hamilton – are closed to create the contained celebration space.

A giant truck-mounted television screen is positioned at the intersection of Georgia and Hamilton Streets. Ringed by eight-foot fencing, it faces toward Stanley Park, and prime viewing spots are on the incline up Georgia toward Homer.

There is another fixed television on the plaza in front of the adjacent CBC building. Two more truck-mounted screens are located on Hamilton and Homer Streets so more fans can see.

The Live Site is buffered from vehicle traffic by barricades and enclosed by a mix of six-foot and four-foot fencing all the way around. The fencing is see-through – no scrim to prevent those outside from seeing what is going on inside. For pedestrians coming in off the streets, there are six controlled access points.

Seventy-five private security guards, a significant boost from previous games, are to perform bag searches and pat downs. Portable toilets are located on the north side of Georgia at both Homer and Hamilton, while food vendors are to be located in front of Canada Post on Georgia.

As city crews cart away garbage cans, newspaper boxes and other potential projectiles, thousands of fans are arriving early, very early, to claim a spot.

Arrivals are not subject to checks until 1:30 when security personnel are in position at entry points. Before the area is fully enclosed at 2 p.m., the zone is one quarter full.

Around downtown, the liquor stores are busier than normal.

Police do not yet have a substantial presence at the Live Site.

Elsewhere at this time, the lunch time crowd at downtown pubs and bars is apparently not planning to go back to work. Patrons clearly don't want to lose their television viewing spots. Some places report having line-ups as early as 9 a.m.

Alcohol consumption in the bars and restaurants is not excessive, according to the bar owners association. In many cases, these early crowds tend to be older than typical drinkers and display two attributes that might be expected in mature professional workers: The ability to take a day off in the middle of the week, and a tendency to have a dress shirt on under their hockey jersey. More women attend.

People are drinking but they are also lunching and snacking as the hours pass. Virtually every bar downtown is full to capacity hours before the game.

Despite the potential for some epic drinking over such a long session in the bar, as the day unfolds some bars report record food sales along with steady liquor volume. In general, licensed establishments will remain oases of reasonable behaviour.

By half past two, ahead of expectation, the streets are heavily crowded and TransLink is reporting higher than normal volume.

At 2:14, the official Canucks twitterer announces that "Doors are open in @RogersArena" and asks "Are you ready?" A hockey columnist from Toronto posts this tweet:

"Peaceful, happy crowds at Olympics last year portrayed VAN to be a model city. Here's hoping idiots don't destroy that tonight, win or lose."

At the American Apparel store on Granville Street south of Robson, workers can be seen finishing the task of completely covering the store's facade with sheets of plywood.⁵ It is nearly unique in doing so. The Bay is staying planning to stay open.

A crew of Liquor Control and Licensing Board inspectors comes on-shift at 3 p.m. On the streets, alcohol is being consumed openly and concealed under hockey jerseys.

The VPD liquor interdiction squads begin their shifts after many spectators have already arrived.

Some cars are parked in the off-street diagonal spaces on Canada Post's property. When the car owners are ready to leave after 3 p.m., it is too late – the crowd is already too big. So the vehicles are left where they are. In a later turn of events, this will figure significantly.

All downtown liquor stores – both public and private – close at 4 p.m. by order of the provincial government. By this time the Georgia Street fan zone is full to capacity and many are young men.

One 20-year-old man who later made a submission to the Riot Review stated that for Game 7, "just like the previous two games I stopped at the liquor store and got a 26 oz bottle of booze.

"Me and a friend then went to 7/11 and got two big cups filling those with pop and emptying the bottle of liquor into the two cups. That is how easy it was for us to bring in booze to the fan zone."

Later on, 70 per cent of arrests will prove to be of non-Vancouver residents and they are predominantly men aged 24 on average. Not everyone fits this profile. However numerous sources report that fewer families are present than at previous playoff games.

At 4 p.m., police, fire and event organizers determine the Live Site to be at full capacity. More people are on the way. Inbound trains are operating at crush-load capacity, bringing as many as 500 people into the core every 90 seconds or up to 20,000 per hour.

Live Site organizers respond by expanding the boundaries of the fan zone. A Vancouver councillor interviewed on radio expresses confidence that public order will be maintained, citing lessons from 1994 and the VPD's meet-and-greet program.⁶

The action plans of multiple agencies have kicked in. Commanders from Vancouver Fire and Rescue Services are atop the post office to direct fire prevention and suppression teams should they need to operate inside the Live Site, where green-carpeted runways line the streets as a signal to the crowd of the path for emergency responders. These paths were meant to be kept clear, but soon the crowd spills onto the carpet in places.

INDICATIONS OF TROUBLE

By 4:40, trouble is already stirring with multiple reports coming in that Live Site barricades are being breached. Sometime before the game starts, the main entrance on Georgia will be removed for crowd safety, and gate searches are no longer performed.

Away from the fracas, at a VPD building on the eastern edge of the city, police commanders are watching the situation and discuss the process for decision-making regarding tactical response.

Distinct from this is the city's permanent Emergency Operations Centre located in the E-Comm facility. It has been activated for playoff games in the later series. The EOC has an audio-video display system that can show numerous video inputs (satellite and cable television, CCTV, traffic

cameras, computer feeds). Its computer network links police, fire, ambulance and 911 on a routine basis and transit, health authorities and provincial emergency officials when required.

With less than half an hour until the puck is to be dropped at Rogers Centre, the situation on the street is changing quickly. Thousands of people are on the outside of the fan zone looking in, and some of them are being pushed against the fences. People are climbing onto the roof awnings of a nearby hotel, up lamp standards, and onto the Budget Rent-a-Car building at Georgia and Homer.

One police officer reports that it has taken an hour just to get around the corner of Library Square, noting there is anxiety in the crowd and some people who want to get out can't. Assessing the situation, the VPD now wants the Live Site fences to come down.

At 5 p.m., as the big screens go live, police and security can no longer physically make their way through the crowds to deal with problems.

Within minutes after the game begins, police are already unable to prevent people from climbing telephone poles and portable toilets.

The public library closes down early and northbound buses are rerouted as the CBC reports 100,000 people have now flooded downtown. In addition, 55,000 people are in the fan zone. Cellular telephone networks are jammed by excessive usage.

THE PUCK IS DROPPED AND GAME 7 IS ON

With the fences at the Live Site now mostly down, or being removed, large crowds are in motion around the area. There is a report of a mosh pit – a sort of dancing in which concert-goers body-slam one another — but no such gathering can be confirmed.

Reports of a small cluster of masked men in the crowd are called in to E-Comm. By 5:25 more squads are redirected to the vicinity from elsewhere downtown.

BOSTON SCORES TO LEAD 1-0

A 15-minute walk north of the fan zone, Canada Place with its fixed large-screen television is also broadcasting the game as an unofficial Live Site. An estimated 4,000 people are there. Crowds are also in the Granville Entertainment District (GED), a seven-block strip of bars, entertainment venues, pizza joints and youth-oriented retailers.

At 5:55, a five-man fight breaks out inside the fan zone at Georgia and Homer, steps from Budget Rent-A-Car just outside the site where 35 youths can now be seen up on the roof. Agency staff are now worried about a collapse. Police decide the most that can be done is to inform the climbers of the hazard.

The police helicopter, Air One, is asked to fly over the site.

Elsewhere, food vendor trailers parked in front of the post office are being damaged and concerns develop that various construction materials at a building site on Granville Street could be used as projectiles.

Minutes later, the fire department asks for police help with evacuating the Budget roof.

Despite the growing signs of trouble, SkyTrain remains at crush load. TransLink will record up to 200,000 more riders today than usual.

An ambulance is called to the Live Site because somebody is injured. VPD officers try to escort the vehicle in.

At VPD headquarters, Gold Command confirms that Port Moody and West Vancouver police chiefs will keep their day shifts working until one hour after the game is over so that they can be called in to Vancouver if necessary.

The VPD continues to reduce vehicular activity on downtown streets. Word is sent for taxis to stay away from Granville and Georgia, and a media van in a laneway south of the library is sent off.

SECOND PERIOD AND BOSTON SCORES A SECOND TIME

The Budget roof crowd starts throwing bottles and this time police do resolve to remove them. The Vancouver Fire and Rescue Service department (VFRS) will start by asking them to come down. It's also understood that the fire crew will not be staying around inside the Live Site after that task is done.

BOSTON SCORES AGAIN, IT'S NOW 3-0

More VPD uniformed officers are directed toward the fan zone.

The game is in its second intermission and with the disappointing score fans are already streaming out of downtown aboard fully loaded SkyTrains. Some comment that "things don't look good." City engineering staff while walking around the Live Site observe fires in trash bins.

Trouble is starting to crop up further beyond the Live Site's original perimeter. A massive fight involving 30 or 40 people at Dunsmuir and Homer is logged at 7:18, prompting an Air One flyover.

This incident is over in minutes, but the brawlers quickly regroup elsewhere. Police commanders ask for additional police to get themselves to Vancouver for after the game. At 7:26, as the request is relayed, 10 minutes remain on the clock inside Rogers Arena.

By 7.30 the pace of trouble has picked up with calls about rioting now coming in to 911. Many incidents are underway across a wide area:

- » Firefighters at the Live Site find themselves swarmed and were blocked while trying to access fires;
- » Windows are broken at Dunsmuir and Hamilton
- » Live Site fencing that is still in place is being pushed over
- » Shovels are stolen from a City engineering truck before they are retrieved and, along with other tools, secured

- » City engineers count 100 people on the plaza walkway roof at the Queen Elizabeth Theatre (inside the hall, patrons have come to see the live musical *Wicked*. The total headcount inside the building is 1,900).
- » The Gucci store at 900 West Georgia is reportedly being looted

City staff scramble to reposition newsboxes at Dunsmuir and Hamilton north of the Live Site. Earlier in the day, potential projectiles were removed from at least 25 blocks in the city centre, along Granville, Robson and Georgia; bus shelter roofs have also been removed along Granville. Dunsmuir has been cleared only where it meets Granville. Staff also gather up fence bases that could be thrown.

The tempo is changing. Chaos spreads. By 7:37 many people are being thrown out of Rogers Arena and a fire alarm is activated inside, more large-scale fighting erupts outside. Firefighters who want to send rigs into the Live Site are told they would have trouble getting in.

BOSTON SCORES FOR A FOURTH TIME

Ambulances are requested to deal with an unconscious fight victim at Library Square and a reported spine injury at Homer and Dunsmuir.

The Canucks goal is empty and as the home team adds a man to launch their final rally, the first vehicle is flipped over in front of Canada Post. Fights are happening everywhere. Then the game is over. Final score: Boston 4, Vancouver 0.

FIRES SET AND THE RIOT IS ON

At 7:46, a Twitter user with the handle Marimo tweets: "Get ready for a riot Vancouver." Bottles fly toward the blank screen, a planned postgame segment is cancelled to encourage the crowd to leave.

Media report that people are burning Bruins flags and jerseys, shouting "F*** Boston" and there are signs reading "Riot 2011."

People are throwing things at the flipped vehicle, jumping on it, striking it with objects that have come to hand. More vehicles are turned over, garbage can fires are set, and fireworks are shot at the big screens. At 7:57, the flipped vehicle at Canada Post is in flames.

At 7:55, Silver Command authorizes officers to don tactical gear to deal with a group of rioters at Georgia and Richards. Tear gas is also approved.

In the following minutes, all VPD Public Safety Units are told to gear up. The PSUs – the friendly officers in baseball hats — change into their hard gear of helmet, gas mask, shield, long baton, and body armour. This takes about half an hour and once dressed the units will regroup. Initially, the plan is to disperse the crowd with a running line and, if that doesn't work, they can move to tear gas.

Over the next four hours, a fully staffed E-Comm will log some 2,000 '911' calls.

Firefighters start to douse vehicle fires, but it is dangerous work and soon they are mobbed. Wires are knocked down at Georgia and Homer.

SkyTrain services outbound are at crush loads five minutes before the game ends and it stays that way until about 1 a.m.

At 8:02 the VPD request that Surrey RCMP and Delta Police send any officers they can spare.

Canada Post remains the epicenter of the riot. Command decides the riot squad should try to move people away from a burning car using tear gas if they have to. Police officers not in tactical gear are at risk. A report comes at 8:05 of an officer injured by a thrown object.

By 8:07 more windows are smashed at – Budget, the BMO branch across Georgia, Black & Lee, Blenz, Clover salon, Ristorante Da Gino. An unconfirmed report says shots have been fired. A massive convergence of police resources in the city centre is underway:

- » Additional RCMP Tactical Troop members are en route from Surrey
- » VPD units are moving around within the downtown core as directed.
- » The mounted unit is ordered to Beatty and Pender, down the slope from the riot.
- » Additional officers from West Vancouver, New Westminister, and Abbotsford are heading toward Vancouver.

The crowd has taken control in some places. Some people are putting scarves over their faces. Metal poles from destroyed fencing are brandished and windows of vacant buildings are smashed.

The portable toilets at the centre of the fan zone threaten to collapse under the weight of people who have climbed on top, and soon they are tipped over.

As people fan out from the Live Site, trouble escalates. Ambulance crews in the previously safe area near Homer and Robson pull out, a transit police officer takes a punch to the head arresting a brawler at Stadium station, and soon the firefighters are ordered out because it is too dangerous even with police protection.

Windows at Canada Post are smashed in. Glass shards are being thrown at police. At 8:15, pepper spray is authorized. Gathering down the hill at Homer and Dunsmuir, the Public Safety Units are reorganized and reinforced with the VPD mounted unit. They have clearance to launch an operation to retake control. By 8:24 it is time to move things to the next level.

READING THE RIOT ACT

At 8:26, a police negotiator using a long-range acoustical device (LRAD) “reads the riot act” by playing a pre-recorded message loop informing citizens they are taking part in an unlawful assembly and have 10 minutes to leave the area.

The LRAD is powerful enough to be heard over the din of the crowd, and it is brought to a number of areas for the riot message to be replayed. The device is also used to warn the crowd, more than three dozen times, that chemical agents will be used.

Many people stay around despite the warnings, but do not actively participate in the riot. Their presence makes the job of police more difficult and riskier.

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Even as SkyTrain reports crush-load capacity outbound, people are still trying to come downtown. At 8:50, after a joint decision with TransLink, transit police begin screening to prevent intoxicated people from boarding the SkyTrain inbound. Inbound trains skip certain downtown stations. In North Vancouver, not served by trains, fires are reported later in the evening. Regional roads are a problem, too. Police driving in from Abbotsford find traffic is worse going in than coming out.

Commanders consider closing bridges into downtown.

In the city centre, much of the crowd is completely out of hand and directing more hostilities, including Molotov cocktails, at authorities. In the end, police report five of their vehicles are write-offs including three that are burned.

A transit officer is hurt when a pepper spray canister explodes during the arrest of a looter, and moments later an officer is reported down after being hit by a projectile.

A second front opens up in the entertainment district where barricades are being launched into the air at Nelson and Granville. The RCMP members there are surrounded by a hostile crowd.

More injuries are reported among those in the crowd. Cars inside parkades are being set alight now and more windows broken at many small retail locations — by 8:50, 11 stores near Pacific Centre are being looted.

As the reinforcements from suburban police services arrive and are put to work, the first priority is to gain and hold Georgia and Homer.

At 8:48, permission is granted to deploy smoke, which the PSUs quickly do. Before gas is used, wind direction is checked. Silver Command requests “all additional resources”, and directs Tactical Troop officers to be in gas masks when they arrive at the intersection. At 9:34, people are lighting cars on fires in a parkade. Police try smoking the arsonists out.

Behind the scenes, a police communications officer is using social media to communicate directly with the public. To give one example, at 8:45, Vancouver PD tweets: “#VPD is working hard to keep people & property safe - please stay calm & respectful and allow crowds to disperse.” Tweets from this source are re-tweeted an average of 75 times during the evening, according to a later police report, and the VPD gains thousands of new followers.

The VPD’s Emergency Response Team uses the Arwen 37 projectile launcher a number of times throughout the evening, including against individuals who are directly threatening the police with Molotov cocktails and other projectiles.

Though police have regained control of Georgia and Homer, the area is far from secure. There is rioting in all four directions.

Windows are smashed at the library and rioters find ways to ignite even locked dumpsters and send them rolling down the street. Fires are also started in The Centre for Performing Arts (Ford Theatre) and Easypark lots.

The crowd tries to tip over a van in the 700 block of Homer. Closer to Rogers Arena and Stadium station, attempts are made to set vehicles ablaze.

One media outlet says citizens are standing up to rioters outside a liquor store on Robson; another observes a crowd pushing westward on a path toward the Granville Entertainment District.

A car is engulfed in flames at The Bay at ten minutes past 9. By 9:18, there is a report of a vehicle fire out of control at Seymour and Georgia. More vehicles are being flipped and it is unsafe to escort VFRS into the area.

“People have gone to great lengths to damage our fine city,” the VPD communications officer tells CTV News around this time, and “we didn’t invite 100,000 people downtown without a plan.”

NIGHTFALL

As night begins to fall — sunset today is at 9:19 — police decision-makers are relying on a flurry of field reports from a patchwork of trouble spots while trying to decide where the wind will take smoke and tear gas. The air is filled with smoke. High-level decisions are made to close bridges into downtown, and Coast Mountain Bus executives prepare to trigger a plan to remove buses and staff from downtown.

Tactical squads are now sufficiently set up to mobilize inside the conflict zone that Georgia and Seymour has become. They announce their arrival by throwing up a smokescreen.

The GED appears to be a point of riot ignition in its own right. The effect of tear gas deployed at Granville and Nelson half an hour earlier has been to push the crowd north.

Soon the police officers there are surrounded by a hostile crowd. Within a short time the police manage to regain control of this patch and disperse the crowd south away from the riot.

At 9:45, police are holding the intersection one block south but await direction as to which way they should move the crowd. Large numbers of people are simply watching the fires and recording events with their smart phones.

Additional members of the RCMP tactical troops have arrived by bus from Surrey and are dropped at Pender and Burrard at 9:38. The 44 officers walk 12 minutes to their staging area. Five blocks away, at Seymour and Dunsmuir, a police officer presses his or her emergency button. Police from other jurisdictions have been gathering north of the Live Site.

Minute by minute many decisions are being made at all levels of police command and across all key organizations. St. Paul’s Hospital prepares from 9:20 to operate under its mass casualty procedures known as Code Orange. As staff run through procedures to secure the hospital and prepare to treat large numbers of emergency patients, television is reporting by 9:30 that there is already a station set up outside for tear gas and pepper spray decontamination.

The hospital is also treating lacerations, stabbing victims and broken bones. Vancouver General Hospital, further from the action, is also prepared to treat riot-related injuries.

With vehicles clearly a target inside the riot-affected area, all BC Ambulance Service units are staging on the north side of St. Paul’s. Despite the unstable situation, at 9:54 when an ambulance is called for a hurt child in the 700 block of Hamilton, a path is suggested and the medics go in.

Hospital staff are ready for a bad night and early reports say a stabbing victim is moving in and out of consciousness at Richards and Robson. A man has fallen off the viaduct.

In fact, there are relatively few serious injuries and most are young drunk men who have been in fights. Several people were hurt trying to protect stores from rioters.

VGH admits a fall victim in critical condition, but the incident was not riot related. In the police lockup, nurses treat up to 120 detainees for various minor injuries – cuts, scrapes, bruises, lacerations and even broken ribs – caused by intoxication or other factors - not police actions.⁷

Outside St. Paul's, 40 people are treated for tear gas and pepper spray exposure.

In the half hour from 9:30 to 10, transit operations downtown are modified. Buses are pulled out of downtown and won't be seen again until the morning; all incoming bus services are suspended. SeaBus ferries passengers north but not south.

Within the SkyTrain system, electronic screens in stations read, "Due to the unstable situation in downtown Vancouver, we strongly advise customers NOT to travel downtown until further notice." Also, at the request of the VPD, TransLink requires inbound passengers on the Canada Line to disembark before downtown at Olympic Village Station.

At 9:58, it is learned that one of the tactical teams is out of munitions and they must be resupplied. A while later, at 10:32, the RCMP tactical troop extends the area under police control by securing Cambie and Georgia. Amid the smoke, tear gas and pepper spray, a dozen Abbotsford officers headed in at 10:34 have no gas masks.

MAJOR STORES LOOTED

Between 10 and 11 p.m., the crowd is widely dispersed and fires are burning as far away as Hornby. Now the focus is looting – less vandalism and fighting. Two of the city's principal department stores have now been breached. At The Bay, which rioters have already infiltrated, another car is set on fire and young men perform risky antics on and around it.

At 10:11 the windows at London Drugs across the street are reported smashed and the store infiltrated. A television report says rioters, those "ingenious alchemists" of criminology literature, laboured for two hours to smash the glass doors and security gate and now 200 people are making off with prizes of Pringles, umbrellas, cosmetics, laptops and cameras.

One minute later, unconfirmed reports are coming in that fires are being set inside The Bay. Windows along the store's perimeter are smashed. Staff and Good Samaritans fail to discourage the mob from entering and looters stream out with merchandise.

Firefighters will state that sprinklers in the store prevented the flaming cars just outside the broken windows from causing a major conflagration.

As riot officers move in on The Bay, Sears windows are being smashed in and looters are entering the store.

Chapters, at Robson and Howe, is besieged at the same time and people are assaulted. Inside Pacific Centre Mall the Sport Chek store is reportedly looted.

Police receive calls for assistance from the Four Seasons and the Fairmont Hotel Vancouver. The musical *Wicked* ends at 10:30 and the audience is asked to stay inside the Queen Elizabeth Theatre for their own safety.

At pubs and bars inside the riot zone, patrons and staff can watch it all unfold on television even as tear gas seeps under the door. Doors were locked with everyone inside and those lining up were told to disperse. According to one bar representative, "We rescued one person who was being chased by two men with balaclavas. Later we pulled in a person wearing a Boston jersey from a crowd that was threatening him."

Mayor Gregor Robertson is on television: "It's a bunch of angry young men who are fighting, smashing things, lighting cars on fire. It's absolutely shameful and disgraceful and in no way represents the City of Vancouver."

Even as mobs continue their rampage, the VPD has allowed city crews to take the fan zone down — removing the fences, portable toilets, projectiles and other items.

Police dogs are brought in at Burrard.

By 10:30 the worst seems to be over. Large crowds are tracked around downtown for another 90 minutes. The RCMP Tactical Troop heads back to their buses shortly before midnight.

By 11, citizen volunteers are organizing to help. At half past the hour it is safe enough for street flushers and cleaners to clean Georgia as far as Seymour.

By 11:10, the stretch of Robson from Howe to Burrard is where the action is. According to a police radio, a crowd is lingering at Howe and mounted police are trying to move them south with tear gas.

Windows continue to be broken at Sears as late as 11:39 but by then the riot is deflating quickly.

WINDING DOWN

The last major incident of the night comes when windows are broken at SFU's Hasting Street campus shortly before midnight.

Shortly after midnight a police squad moves through the Granville entertainment strip closing down bars. Police units are progressively stood down and after Air One reports at 12:32 that no hot spots can be seen from above, it too is done for the evening.

Contractors are arriving with plywood to begin boarding up the smashed storefronts. Four hours since the riot act was read, it is safe to say that the streets are again secured.

1. Learnings From 1994

The Events of June 14, 1994

It was becoming quickly apparent to all personnel working at the EOC, that Vancouver was rapidly going to experience a situation never before in its [sic] history. The police were encountering riotous conditions which would require tear gas and stun projectiles. The Ambulance service was facing a situation where they were unable to service a multitude of patients (some unconscious and not moving) as they had no means of entering the riot zone, and simultaneously we were experiencing numerous rubbish (dumpster) and/or vehicle fires as well as working simultaneous structure fires.

VANCOUVER FIRE DEPARTMENT AFTER ACTION REPORT, P. 3

SPONTANEOUS CONVERGENCE

On Tuesday June 14, 1994 at 5:00 p.m. local time, the Vancouver Canucks faced the New York Rangers in Game 7 of the Stanley Cup playoffs. It was an away game for the Canucks, but Pacific Coliseum, the Canucks' home arena at that time, had opened its doors to allow fans to watch the game together on the arena's jumbo screens. More than 8,300 people watched the game at this charity event.

Not unlike the experience in 2011, public interest in the Canuck's playoff run had grown steadily throughout the series. After Game 6, hundreds of fans spontaneously converged on Robson Street to celebrate the Canucks victory. In addition to crowds watching Game 7 at the Coliseum, large crowds were also anticipated to once again gather downtown.

Throughout the day on June 14, 1994 the media encouraged people to come downtown to join the celebration on Robson Street and bars and restaurants began filling early with patrons waiting to watch the game. Anticipating the potential for trouble, the Vancouver Police Department deployed additional squads of regular police officers to provide a visible presence along Robson Street and members of the Crowd Control Unit were staged out of view in the Robson Street Media Centre at Robson and Hornby. Police resources were also assigned to the area surrounding the Pacific Coliseum on the east side of the city. Reserve constables were on duty to assist with the closure of Robson Street from Seymour to Denman. The department activated its command centre at police headquarters, which included representatives of the RCMP, the Vancouver Fire Department, Emergency Health Services, BC Transit and the City of Vancouver Engineering and Emergency Planning Departments.

In addition to Vancouver Police Department resources, members of the RCMP "E" Division's Tactical Troop were also on standby at the West End Community Centre, to assist the department's Crowd Control Unit if necessary.

In total, there were more than 200 regular police members and 60 reserves at various locations throughout the downtown area as the game ended.

At approximately 7:30 p.m., the game ended with the Canucks losing 3 – 2. As a testament to the level of interest, the CBC's broadcast of the game was the most watched sports program in

the corporation's history at the time.⁸ As fans left the Coliseum, several fights broke out and a car was flipped over, and several Vancouver Police Department squads were deployed to the area to restore order.

Meanwhile, a "parade" of vehicles began downtown and continued for several hours, with people hanging out of windows and riding on top of cars – openly consuming alcohol and disregarding traffic controls and police efforts to control the situation. Throngs of pedestrians also disregarded police interventions. By 8:00 p.m. police decided to take no further action to stop the "parade".

People were also beginning to flood downtown on buses and SkyTrain, many already intoxicated and some openly drinking. The crowd became increasingly more unruly and the overall tone was becoming hostile as opposed to celebratory. In its report into the ensuing riot, the BC Police Commission described the crowd as a mix of people that "gathered downtown after the game looking for trouble, whereas others were there just waiting for something to happen" (p. 12). The crowd was estimated at 40,000 to 70,000 people.

At approximately 10:00 p.m., a "flashpoint" ignited the volatile crowd into a riot as police assisted ambulance personnel to enter a large crowd at Robson and Thurlow to treat a man who had fallen from the overhead trolley wires. Many in the crowd began to turn against the police and the Crowd Control Unit was mobilized shortly thereafter. Other disturbances including looting and fires were also being reported at other locations downtown at this time.

The Crowd Control Unit and the RCMP Tactical Troop deployed tear gas many times throughout the riot in attempt to disperse the crowd. Vancouver Police Department ERT members also used the Arwen 37, resulting in a serious injury to one agitator. The RCMP Tactical Troop deployed canine units. Additional police resources were called out from the Vancouver Police Department and the RCMP. Police experienced significant problems with respect to communications and equipment, which hampered a more coordinated response. In particular, the RCMP Tactical Troop could not communicate with Vancouver Police Department members or the command centre as their radios were incompatible and at one point the Tactical Troop and the Crowd Control Unit were inadvertently moving segments of the crowd toward each other.

For several hours, smoke and tear gas filled the air, burglar alarms sounded, stores were looted and numerous fights and fires broke out. SkyTrain and bus services downtown were suspended. Police were barraged with projectiles and general hostilities of the crowd as they worked to bring various hot spots under control, some of them re-igniting after the area had been cleared.

By 1:00 a.m., sporadic reports of mischief were still being reported but the majority of the crowd had left. By 2:00 a.m., some of the 500 police officers ultimately involved began to be stood down. St. Paul's hospital treated approximately 90 people for minor injuries during the riot, in addition to approximately 100 people that reported to the hospital suffering the effects of tear gas or pepper spray. Two people were seriously injured, including the man who fell from the trolley wires and the man hit in the head by the Arwen 37 round. The latter remained in a coma for four weeks and suffered brain damage. Sixty-five officer injuries were reported to the Workers Compensation Board. Five complaints of misconduct were filed against Vancouver Police Department members, four of which were informally resolved and one was considered withdrawn as the complainant refused to cooperate with the investigation. The damage resulting from fires, vandalism and looting was estimated at \$1.1 million.

Following the riot, the Vancouver Police Department launched an investigation into the criminal acts committed during the riot. The investigation unit resulted in criminal charges being recommended against more than 106 persons.

In addition to the criminal investigation, a number of other processes were initiated to examine the events:

- » The Attorney General of B.C. ordered the **B.C. Police Commission** (BCPC) to inquire into the circumstances of the riot. The BCPC's report was released in October 1994 and included 32 recommendations relating to planning, the consumption of alcohol, the media, and police tactics, communications, equipment and training.
- » The **Vancouver Police Department** conducted an internal review of its planning and response to the riot. Its report was released in January 1995 and included a total of 97 recommendations aimed at continuing to improve the department's service, in relation to its planning and handling of events of this nature.
- » The **City of Vancouver** undertook a comprehensive review of the management of large events, including significant public consultation. The review resulted in a strategy for intervening with a well-structured event when a major un-hosted gathering is anticipated. The strategy included 20 objectives in the areas of event planning, security, transportation management and communications. The strategy was presented at a Special Meeting of the Council of the City of Vancouver on November 23, 1994 where a motion to approve the strategy was unanimously carried.
- » The **Vancouver Fire Department** completed an after action report examining the department's response the night of the riot and the challenges it faced. The report noted 14 suggested improvements concerning communications, callout and staffing procedures, mutual aid and equipment.
- » The **Vancouver Fire Fighters Union Local 18, I.A.F.F.** also prepared a report documenting its members' experiences the night of the riot. It included 10 recommendations in the areas of staffing, equipment and planning, which were based on the results of a survey of fire fighters.

REVIEW OF MAJOR FINDINGS

The next section summarizes the major findings from these review processes and the extent to which they were addressed in planning for the 2011 Stanley Cup playoff celebrations—a key component of the mandate of this Review. While these lessons should not be forgotten, the world has changed considerably since 1994. Further, both the City of Vancouver and the Vancouver Police Department have since handled a number of other large events, a very small number ending in riots and disturbances but many others with great success. These were also learning opportunities. The Review Team considered not only the status of the recommendations that were made following the 1994 Stanley Cup riot but also the continued relevance of the recommendations and, where they were not implemented, the potential impact this had on the outcome. Our conclusions reflect an overall determination whether the objective or intention of each series of related recommendations were addressed in 2011, rather than a strict assessment of the implementation of each recommendation. In some cases the planning or systems were in place to address the recommendations but concerns or areas for improvement were still noted in relation to the issue. In most of these cases we concluded that the related recommendations were adequately addressed.

ABOUT THE 1994 RECOMMENDATIONS

The recommendations from each report can be found in Appendix B.

The Lessons from June 14, 1994

Overall, police planning going into Game 7 of the 1994 Stanley Cup playoffs was found to be thorough and the level of cooperation between police services and other agencies in planning for the event was praised. Key tactical decisions such as the deployment of the Crowd Control Unit and the use of tear gas were also found to be appropriate in the circumstances. However, the analyses of the riot described in the previous section identified a number of concerns dealing with: (i) operational planning; (ii) communication, in particular between agencies and with the crowd; (iii) command; (iv) deployment and tactics; (v) equipment; (vi) training; (vii) the role of alcohol; and (viii) special event planning.

1. OPERATIONAL PLANNING

POLICE OPERATIONAL PLAN

1994 observations and recommendations

The police operational plan of 1994 was lacking in specific details and tactical contingencies in the event of a major incident. It did not specify clear command responsibilities, which, combined with other circumstances, impaired command decision making during the riot. Logistics pertaining to call outs were not clear. The plan also failed to address demobilization or debriefing.

Recommendations associated with this finding identified issues that should be incorporated into police operational plans. These included: deployment standards for all ranks; clearly stated command structure and roles and responsibilities for all positions, including the duty officer and all staff in the operations centre; media strategies and liaison; operational plan distribution and briefing process; and contingency planning for major incidents such as the callout of additional personnel and the availability of post-critical incident resources (VPD 1.1, 1.2, 3.7, 7.1, 9.1, 22.3, 25.1, 27.1, 28.1, 28.4, BCPC 15).

2011 observations

Detailed operational planning for major events is required by Vancouver Police Department policy *1.7.5 Crowd Control*. Planning is the responsibility of the Inspector i/c of the Emergency and Operational Planning Section, including (but not limited to) analysis of available intelligence pertaining to the event, consulting with Division Commanders to determine the number of personnel required, and liaising with other Divisions to make provisions for arrests, equipment, media liaison and other key matters. Command structures are also addressed in the policy. Callout procedures are described in *1.7.18 Mandatory Fan-Outs*.

The operational plans prepared by the Vancouver Police Department throughout the 2011 Stanley Cup playoffs were thorough and the department's debriefing strategy facilitated modifications between games to reflect changing circumstances. The plans identified the assessed threat level of the event, the objectives of the plan, command responsibilities, deployment, and briefing information. Additional details were included in appendices.

As the final round progressed, additional contingency plans, including post critical incident debriefing and mass arrest plans, were added. The plans did not include media position statements in order to allow messages to reflect current information at the time of and throughout the event. The operational plans included a media liaison officer stationed with Silver Command as well as on the front lines providing updates.

While the Vancouver Police Department's planning was robust, this Review identified concerns with respect to briefings and the sharing of operational plans within the department and with external agencies such as the RCMP and E-Comm. Briefings on the plan were not consistent and not inclusive and the lead time between distribution of the operational plan and the event was short. Those responsible for executing the plans had little time for review and liaison. As a result some officers did not have a full understanding of command responsibilities in the event of problems or the availability of safety equipment at a location near the Live Site. These related planning issues are discussed further in s. 2 and Appendix K of this report.

Conclusion

Addressed.

It should be noted that the Vancouver Police Department has already taken steps to address concerns regarding the briefing process. In advance of the second Celebration of Light deployment in August 2011 the department prepared a comprehensive, narrated PowerPoint briefing that was available to all patrol members working during the evening as well as a separate briefing note for PSU members outlining the duties and responsibilities of each PSU section. The responsibility of NCOS to ensure that all of their members were adequately briefed was reinforced during NCO briefings.

RESOURCE ALLOCATION

1994 observations and recommendations

While the police plan identified resources and initial deployment, the rationale for determining the number of personnel was unclear.

Recommendations associated with this finding involved the establishment of criteria and a planning process for assessing staffing requirements for crowd control events, which considers factors such as the anticipated size and makeup of the crowd (BCPC 1, VPD 7.2).

2011 observations

This issue is dealt with in Vancouver Police Department policy 1.7.5 Crowd Control.

This Review found that resource allocation was sound and well thought out in relation to the level of threat identified. There were steady increases from games 1 to 7 based on changing requirements and the information known at the time. This issue is discussed further in s. 2 and Appendix K of this report.

Conclusion

Addressed.

TRAFFIC MANAGEMENT PLANNING

1994 observations and recommendations

Traffic management planning was insufficient. In turn, traffic enforcement was insufficient, contributing to the atmosphere of lawlessness as well as traffic congestion.

Recommendations associated with this finding involved ensuring that a detailed traffic management plan is incorporated in operational planning, including placement of officers at major intersections to facilitate safe movement of vehicles and pedestrians, a statement of enforcement objectives, perimeters for traffic shut down, the role of reserves, emergency access and egress routes for emergency vehicles and pedestrians, and communication of traffic and transit changes to the public (BCPC 2, 18; VPD 6.1 – 6.3; COV 3.1-3.3).

2011 observations

Traffic planning is required by policy and was included in the operational plans during the 2011 Stanley Cup playoffs. The Traffic Plan was based on the observations of previous games, specified the objectives of traffic enforcement activity and described traffic closures and contingencies. A Traffic Section leader was appointed to manage traffic issues and was in charge of the Traffic Authority and motorcycles.

On the day of Game 7, street closures began at noon to reduce vehicle traffic in the area. Traffic Authority members and officers were deployed in key intersections and were highly visible. Changes were made as needed to accommodate the flow of people and crowd size.

City of Vancouver media releases provided information on road closures to the public.

Conclusion

Addressed.

CONTINGENCY PLANNING FOR DISPATCH SERVICES

1994 observations and recommendations

Contingency planning for the Regional 9-1-1 Centre was not included. No additional staff were scheduled in preparation. The Centre received double the normal volume of emergency calls and five times the normal volume of non-emergency calls.

Recommendations associated with this finding involved ensuring that a review of staffing in the Regional 9-1-1 Centre is included in operational planning and that the NCO responsible for operations in the Regional 9-1-1 Centre be consulted (VPD 4.1 and 4.2).

2011 observations

Call taking and dispatch services are now provided by E-Comm. Vancouver Police Department policy 1.7.5 Crowd Control requires liaison with E-Comm regarding the assignment of additional staff. Vancouver Police Department may request additional dispatchers be scheduled but E-Comm is ultimately responsible for setting its own staffing levels. In advance of the 2011 Stanley Cup playoffs Vancouver Police Department requested E-Comm assign one additional dispatcher during playoff games. As the playoffs progressed, E-Comm continued to examine staffing needs and escalated resources. E-Comm was staffed to full capacity for Game 7 of the Stanley Cup Finals.

On June 15, 2011, E-Comm received more than 2,000 9-1-1 calls between 7:45 p.m. and midnight—a number approaching its typical daily volume of 2,600 calls. Call volumes for Vancouver police dispatch were almost 8 times higher than usual and for Vancouver Fire and Rescue Services, almost 38 times higher. Despite these challenging circumstances, E-Comm maintained high service levels, answering 89 per cent of the day's 9-1-1 calls in five seconds or less.

Notwithstanding this performance, E-Comm has made recommendations for continuing to improve performance in its internal review of the events of June 15, 2011. In particular, E-Comm has identified a need for greater and earlier involvement of E-Comm in operational planning by both the Vancouver Police Department and Vancouver Fire and Rescue Services in advance of major events. This issue is discussed in greater detail in s. 2 and Appendix K of this report.

Conclusion

Addressed.

CONTINGENCY PLANNING FOR MASS ARRESTS AND PRISONER TRANSPORT

1994 observations and recommendations

Planning and resources with respect to mass arrests and prisoner transport was inadequate.

Recommendations associated with this finding involved the incorporation of detailed mass arrest procedures in the operational plan and increasing the number of wagons when the potential for mass arrests is anticipated (VPD 23.1 and 23.4).

2011 observations

Vancouver Police Department assessed its mass arrest plan in advance of the 2010 Olympics. Mass arrest contingency was added to the operational planning for the 2011 Stanley Cup playoffs for games 6 and 7 of the final round. While the mass arrest plan addresses the issues identified in the above recommendations, the Vancouver Police Department's internal review of the riot determined that some of the procedures outlined in the mass arrest plan could not be (or were not) followed. Specifically, the plan called for arrested individuals to be recorded in the company of the arresting officer before being taken away in the police wagon and for basic details of the arrest to be provided, in order to streamline the investigative process. There was no formal contingency for a riot investigation. This resulted in some challenges in processing some of arrests made during the riot.

The concerns noted earlier in this report with respect to the department's briefing process (i.e., that briefings were not consistent and not inclusive) may have contributed to this issue.

Conclusion

Partially addressed.

2. COMMUNICATIONS

INTEROPERABILITY

1994 observations and recommendations

The radios and radio frequencies used by the RCMP Tactical Troop were incompatible with those used by the Vancouver Police Department. The RCMP Tactical Troop could not communicate

directly, by radio, with Vancouver Police Department members or the command centre. Due to the resulting communication problems and the lack of specific details in the police plan concerning command responsibilities, the actions of the Crowd Control Unit, the RCMP Tactical Troop and regular members were not coordinated. Confusion resulted in unnecessary exposure of police and the public to chemical agents and hampered the safe and effective dispersion of the crowd.

Recommendations associated with this finding involved: upgrading communications systems to facilitate communication within and between police services and other first responders; pre-event testing of communications systems; ensuring unity of command is clear and is maintained; ensuring that tactical decisions and safe escape routes for personnel are communicated (BCPC 20, 22; VPD 3.9, 9.2, 11.2, 15.1, 15.2, 15.3, 21.1).

2011 observations

The radio communication problems experienced during the 1994 riot were the driving force behind the creation of E-Comm. In addition to 9-1-1 call taking and dispatch service, E-Comm provides a single, regional radio system that is currently shared by 25 police and fire departments and the BC Ambulance Service. It allows these agencies to communicate in a seamless and secure way both within and outside their jurisdictions. E-Comm is one of the largest multijurisdictional, multi-agency networks in Canada.

E-Comm has the ability to patch radio transmissions between any of the emergency services on its system. In advance of major events it can establish dedicated radio channels for the event. It also maintains a mutual aid channel which allows police, fire and ambulance to communicate with each other. E-Comm maintains a cache of additional radios which are available to any agency on its network.

In preparation for Game 7, E-Comm canvassed all agencies on its network and made additional radios available as required. E-Comm also established an event channel as requested by the Vancouver Police Department.

Radio communications were significantly improved compared with the 1994 riot but there are opportunities for further enhancing communication. For example, some agencies including Abbotsford Police Department and Burnaby Fire Department are not yet on the E-Comm network.⁹ Abbotsford Police Department members deployed during the riot were therefore reliant on the Vancouver Police Department to provide a radio or received updates from other officers equipped with an E-Comm compatible radio. A total of 39 officers responding to the Vancouver Police Department's debrief survey reported that they did not have a radio.

Additional services offered to Vancouver Police Department by E-Comm in advance of Game 7 were declined (i.e., attendance of an E-Comm dispatcher at the equipment kiosk to expedite the radio log on process) or not maximized (i.e., only a small number of additional radios and one event channel were requested). While these would not have changed the outcome of the event they may have made the experience less stressful for dispatchers and front-line officers. In its internal review of the 2011 riot, E-Comm has recommended early involvement of E-Comm by agencies in their operational pre-planning and that E-Comm support agencies by providing suggestions for more effective use of the radio system including talk group recommendations and radio etiquette.

The communication of command decisions and tactical information such as the deployment of tear gas was also improved in comparison to the 1994 riot. Beginning in 2006 the Vancouver Police Department began implementing a new crowd management model based on the success of the U.K. model. Command roles and responsibilities are clearly delineated under this model and commanders receive extensive training. Prior to the riot on June 15, 2011 the command structure and reporting lines were clear and well understood.

Once the riot began there were some gaps in Command/Control/Communications (C3), particularly in relation to other agencies.

- » At the Bronze Command level there were differing interpretations regarding command and control once the decision to call out Public Safety Units was made.
- » The volume of information coming in to Silver Command about separate incidents made it difficult to assess the situation and make timely operational decisions.
- » In the absence of clear direction several officers had to initiate their own decisions.
- » An isolated communication problem between Vancouver Police Department Commanders and RCMP Commanders led to a delay in the deployment of RCMP Tactical Troop members.

These issues are discussed in greater detail in Appendix K. Despite these gaps and opportunities for further improvement, the Review Team's overall assessment is that the systemic issues with respect to communication and command responsibilities noted in 1994 have been addressed.

Conclusion

Addressed.

EFFECTIVENESS OF RADIO COMMUNICATIONS

1994 observations and recommendations

Radio traffic was heavy and radio equipment was unsuitable for use in the presence of a loud crowd, particularly while wearing helmets and gas masks. This further contributed to the confusion experienced by police while responding to the riot.

Recommendations associated with this finding involved considering the use of multiple channels during major events; ensuring that members of the Crowd Control Unit were equipped with helmets with built-in radios that could operate while wearing gas masks; and ensuring that radios were capable of receiving an earpiece (BCPC 23; VPD 21.2 - 21.4).

2011 observations

On June 15, 2011, radio traffic increased by 243 per cent in the Vancouver coverage zone and by 38 per cent across the region. Technologically, the system performed well. A dedicated operational channel was established for the event, as well as an event information channel. This was done to mitigate the impact of the event on police radio transmissions outside of and unrelated to the event. However, the volume of radio traffic on the event channel was very high during the riot and this made effective communication difficult. The situation could have been improved with greater awareness by officers of appropriate radio etiquette in the circumstances and a more robust plan for multiple channel use, similar to that which is used for large events such as the Celebration of Light. These concerns were acknowledged in the internal reviews completed by both the Vancouver Police Department and E-Comm and are also discussed in greater detail in later sections of this report (see s. 2 and Appendix K).

A separate radio channel was established for the VPD silver and bronze commanders, which proved effective in controlling the volume and quality of radio traffic between VPD command levels. Other partners (E-COMM and the RCMP Tactical Troop) indicated that it would have been helpful to have access to this channel.

Difficulties hearing radio transmissions while wearing helmets persisted in 2011. The Vancouver Police Department made a significant investment following the 1994 riot to add radios to police helmets. Due to a recent switch to new radios, not all helmets have been updated. All police officers are provided with an earpiece for their radio and the use of earpieces within helmets was thought to be effective going into Game 7. However, the results of the Vancouver Police Department's debrief questionnaire revealed problems with earpieces being dislodged by the helmet and difficulty setting the volume on the earpiece to a level which could be heard over the noise of the crowd without being uncomfortably loud.

In addition, the RCMP Tactical Troop members who were re-deployed from the Surrey celebration site to assist with the riot in Vancouver were unable to connect their radios to their helmet due to a missing patch cord. As a result they relied on a Vancouver Police Department liaison to provide radio updates. This is discussed in greater detail in Appendix K.

Conclusion

Partially addressed.

COMMUNICATION OF EARLY INTELLIGENCE

1994 observations and recommendations

Early indicators of problems were not communicated to the Operations Commander and there was no efficient and effective means for passing information from the Communications Centre to the Operations Centre.

Recommendations associated with this finding involved identifying members responsible for passing intelligence to the operations centre, identifying a position within the operations centre responsible for coordinating information from the field and the communications centre and briefing the operations commander; and ensuring that systems for communicating field observations to the operations centre were included in briefings (VPD 8.1 – 8.3).

2011 observations

The Vancouver Police Department advised that the above measures to communicate intelligence and field information are in place and there is evidence of this in the operational plan for Game 7. For example, the plans require NCO's to pass on statistics for tickets, arrests, SIPPs and other offences to Section Leaders hourly and again before end of shift. However, given the earlier than anticipated arrival of the crowd there were few police resources in place to monitor and report early indicators of problems. The operational plan called for the bulk of police resources to be deployed beginning at 5:00 p.m.

This problem is acknowledged in the department's internal review of the riot. The department's report states that PSU members began their briefings at game time, when the Live Site and surrounding area were already beyond capacity. As a result, "[t]hose officer with the most experience and training in dealing with large crowds and preventing disorder were deployed after a large majority of the crowd had already arrived" (p. 90). Further, "briefings were not

generally indicative of the current situation in the Live Site. PSU and other officers were initially unaware that the Live Site was in excess of capacity when they were deployed. Silver Command was initiated at 1600 hrs; however there were significant issues several hours prior to this activation” (p. 97).

The Review Team is satisfied that the intent of the recommendations dealing with this issue was addressed; plans were in place to communicate observations from the field to commanders. The effectiveness of the plans given the earlier than anticipated arrival of the crowd is discussed in s. 2 and Appendix K.

Conclusion

Addressed.

FIRE COMMUNICATIONS

1994 observations and recommendations

Firefighters also noted significant concerns with respect to communications, with 83 per cent of respondents to a union survey, who responded to calls in the riot area, reporting that the communication system was not adequate.

Recommendations associated with this finding involved improving communications systems; ensuring adequate fire dispatch resources are available for major events; and developing mutual aid procedures (IAFF 5, 7; VFD 1 – 5, 9, 13, 14).

2011 observations

Vancouver Fire and Rescue Services began using E-Comm’s radio network in 1999 and dispatch services have been provided through E-Comm since 2002. This has addressed the problems experienced with communications in 1994. In addition, the use of a deconfliction unit in 2011 allowed Vancouver Fire and Rescue Services, Vancouver Police Department and BC Ambulance Service to better prioritize and coordinate response to incidents.

E-Comm experienced difficulties with a back-log of fire calls but were able to devise a solution thanks to the co-location of E-Comm and the City of Vancouver’s EOC. The Assistant Fire Chief - Communications (who was present at the EOC) assisted fire dispatchers in prioritizing calls and clearing those not requiring a response. This was very valuable for fire dispatchers. In its internal review, E-Comm has recommended that the Vancouver Police Department and Vancouver Fire and Rescue Services have a representative in attendance at E-Comm during future events of this nature, for this purpose.

Vancouver Fire and Rescue Services discussed the potential need for assistance from neighbouring fire services in advance. Neighbouring services were provided with radios, maps and firehall door openers and were on standby; their assistance was not required.

Conclusion

Addressed.

3. COMMAND

COMMAND CENTRES

1994 observations and recommendations

The command room (which for all intents and purposes was used as an operations centre for various agencies) was too small and ill equipped to be used for this purpose. The level of noise from the five different radio systems in operation was overwhelming at times.

Recommendations associated with this finding involved creating a regional emergency operations centre, equipped with appropriate technology and equipment, which could accommodate various user groups; identifying the positions to be included in the (police) command centre for major incidents; and ensuring the technology was in place to provide the (police) operations commander with visual representation of events during a major incident (BCPC 3, VPD 3.1 – 3.5).

2011 observations

These recommendations have been addressed. The City of Vancouver established an Emergency Operations Centre in 1998.¹⁰ It is co-located with E-Comm and is designed to accommodate a range of user groups both within City of Vancouver departments and external agencies. Available technology includes the capacity to access to Vancouver Police Department, Vancouver Fire and Rescue Services, BCAS and E-Comm computer networks; access to other agencies' networks through VPN; telephone and radio communications; and an A/V system capable of displaying video from a variety of inputs such as CCTV cameras and traffic cameras. External partner agencies are welcome to attend the EOC and several were present during Game 7.

In addition to the EOC, the Vancouver Police Department established a Department Operations Centre prior to the 2010 Winter Olympics to manage police response to major events. It is also equipped with sophisticated equipment and access is restricted to specific Vancouver Police Department personnel.

To further support interagency coordination between police, fire and ambulance, a deconfliction unit was used during Game 7. This Review has identified an opportunity for further improvement by ensuring that the Vancouver Police Department's Silver command level and the equivalent level of command from Vancouver Fire and Rescue Services and the BC Ambulance Service are located. This issue is discussed further in Appendix K.

Conclusion

Addressed.

OTHER COMMAND-RELATED RECOMMENDATIONS

1994 observations and recommendations

Other recommendations associated with command included assigning an experienced chief dispatcher to the tactical dispatch position in the command room and ensuring the operations commander was assigned a trained scribe to record key events and decisions (VPD 3.6, 3.8).

2011 observations

Dispatch services are provided to the Vancouver Police Department by E-Comm. E-Comm did not have a dispatcher in the Department Operations Centre during Game 7 and has recommended this for future events in its internal review of the riot to facilitate communication of command decisions to dispatchers.

Vancouver Police Department advised that the Operations Commander is assigned a trained scribe.

Conclusion

Partially addressed.

4. DEPLOYMENT AND TACTICS

EARLY POLICE VISIBILITY

1994 observations and recommendations

Early deployment of officers was insufficient to show significant police presence and manage early crowd behaviour and growth. Further, the uniforms worn by police did not encourage visibility.

Recommendations associated with this finding involved addressing the placement of officers to ensure high visibility during NCO briefings and equipping all members on crowd management duties with high visibility vests (BCPC 19, VPD 7.4 – 7.6).

2011 observations

Officers wore high visibility vests and were active with the crowd consistent with the department's "meet and greet" approach to crowd management. However, due to the earlier than anticipated arrival of the crowd, opportunities to manage early crowd behaviour had passed by the time of deployment. This issue is also discussed in s. 2 and Appendix K.

Conclusion

Partially addressed.

CROWD CONTROL UNIT DEPLOYMENT

1994 observations and recommendations

The decision to deploy the Crowd Control Unit was appropriate given the circumstances but the Unit was not of sufficient size to split into two groups.

Recommendations associated with this finding involved increasing the size of the Crowd Control Unit and developing a Unit policy manual, including conditions and criteria for deployment (VPD 10.1 – 10.2).

2011 observations

The Crowd Control Unit is now referred to as the Public Safety Unit. This voluntary unit includes a total of 137 trained members, allowing it to be deployed in various ways. Conditions and criteria for deployment are outlined in the PSU policy manual, which reflects the department's current approach to crowd management.

Conclusion

Addressed.

WARNINGS TO CROWD

1994 observations and recommendations

Although the use of tear gas was appropriate in the circumstances, crowds were not given warnings to disperse or that chemical agents were being deployed. Communication with the crowd was generally difficult given the level of noise and the ineffectiveness of the loudhailer.

Recommendations associated with this finding involved the acquisition of a public address system; retaining chemical agents as a force option for the Crowd Control Unit; liaison with local businesses, hotels and building managers in advance of an operation with the potential for the deployment of chemical agents; and clarification of the legal responsibilities associated with riots and the reading of the "Riot Act" (BCPC 21, VPD 11.1, 12.1, 12.2, 13.1, 13.4).

2011 observations

The Vancouver Police Department has a Long Range Acoustic Device (LRAD) that is designed to broadcast messages over long distances and loud noises. During the riot, the LRAD was used in the northern deployment zone, near the Live Site. Scripts in multiple languages were used to communicate directions and warnings. The LRAD was not available to issue warnings regarding the use of tear gas in the southern deployment zone. This issue is also discussed in Appendix K.

The Vancouver Police Department advised that it had examined the issue of the reading the "Riot Act" and the obligations of citizens. The LRAD was used during the riot to declare the situation an unlawful assembly and direct citizens to disperse.

Conclusion

Addressed.

USE OF DOGS AND HORSES

1994 observations and recommendations

The RCMP Tactical Troop had dogs that were trained in crowd control situations while the Vancouver Police Department did not. The use of dogs by the Tactical Troop was appropriate and effective in preventing the Troop from being outflanked. Similarly, the decision to *not* deploy Vancouver Police Department dogs was appropriate given that they had not been trained for this purpose. While the Vancouver Police Department operated a mounted squad at the time of the riot they were not deployed.

Recommendations associated with this finding involved the use of horses only as visual presence during low-level threat crowd situations and the continued practice of not using dogs in crowd control (VPD 18.1, 18.2).

2011 observations

The Vancouver Police Department now has mounted squads and dog units that have been trained for use in crowd-management situations, consistent with the department's current approach to crowd management.

By many accounts the mounted squad was extremely effective in moving the crowd the night of June 15, 2011.

Conclusion

Addressed.

DEPLOYMENT OF ADDITIONAL PERSONNEL

1994 observations and recommendations

Despite the existence of a fan-out procedure, the deployment of additional on-duty and off-duty personnel was slow and disorganized.

Recommendations associated with this finding involved reviewing the existing fan-out system and its procedures to ensure contact information remained current, administrative materials necessary to conduct a fan-out were available and roles and responsibilities with respect to fan outs, briefing, mustering and communications were clear (VPD 22.1 – 22.6, VFD 4).

2011 observations

The department's fan-out procedures are described in s. 1.7.18 *Mandatory Fan-Outs* of its policy and procedure manual. Policy requires that the system be tested annually. NCOs are now responsible for maintaining current phone lists for their members – there are no centralized lists as there were in 1994. When a fan-out is initiated notification to officers is sent through the chain of command to NCOs who contact their officers to request they report for duty at a particular staging location.

A fan-out of department personnel was not initiated during Game 7. The operational plan for Game 7 called for additional resources to be brought in from external police services if needed. This had been coordinated in advance with neighbouring police services, to ensure appropriate police coverage for the city the following day and in recognition that on-duty officers from neighbouring jurisdictions could be deployed faster than off-duty Vancouver Police Department officers, most of whom live outside Vancouver. During Game 7, callouts of officers from outside police services was requested and provided through Gold Command. In addition, 64 police officers self-deployed.

The operational plan for Game 7 outlined the procedures for deploying external police resources including roles and responsibilities and staging locations. The plan did not specify communication systems or the equipment requirements for officers called in to assist. This Review found that some police officers arriving from other police jurisdictions did not respond with the necessary equipment, causing delays and in some cases limitations on their ability to assist. This issue is discussed in greater detail in s. 2 and Appendix K. Overall, the Review team was satisfied that the lack of preparedness to initiate a fan out noted in 1994 was adequately addressed in 2011.

Vancouver Fire and Rescue Services scheduled additional staff in advance of each game of the final round. No concerns were identified to the Review team with respect to callout procedures.

Conclusion

Addressed.

SERVICE CAPACITY OUTSIDE RIOT AREA

1994 observations and recommendations

Police service levels to areas outside the riot area were compromised. Similarly, firefighters were extremely busy responding to calls related to the riot but also had numerous calls, including a major fire, outside of the riot area.

Recommendations associated with this finding involved establishing minimum deployment levels for critical incidents, contingency planning and criteria for the use of non-uniform members; increased fire staffing levels in anticipation of high usage nights; call out of fire investigators to maintain currency of cause determinations; and call out of fire prevention personnel to act as aides at the EOC and fire headquarters (VPD 26.1 – 26.3, IAFF 1, VFD 6, 10, 12).

2011 observations

The operational plan for Game 7 called for external police resources to be brought in from external police services if needed and this was done. This mitigated the impact of the riot on service levels to the rest of the city.

Vancouver Fire and Rescue Services increased staffing levels in advance of the riot. It also ensured representatives were present at the EOC and deployed prevention personnel to various locations within the riot zone and this proved to be very effective in relaying information to on-scene Chief Officers and the Area Command Fire Operations. In contrast to the experience in 1994, Vancouver Fire and Rescue Services was better prepared and did not encounter the same level of demands from areas outside of the riot zone.

Conclusion

Addressed.

5. EQUIPMENT

CROWD CONTROL UNIT EQUIPMENT

1994 observations and recommendations

While the Crowd Control Unit was found to be generally well equipped to reduce injuries to members, the issue of equipment was not complete and some equipment did not perform well during the riot. The BCPC report questioned the use of the Arwen 37 and the ASP Baton for crowd control purposes.

Recommendations associated with this finding involved upgrading the Crowd Control Unit equipment (VPD 16.1) and either the reconsideration of the use of the Arwen 37 in crowd control situations (BCPC 30) or its continued use in this setting, by trained ERT members, until more appropriate alternatives could be identified (VPD 14.1, 14.2).

2011 observations

The crowd control equipment currently used by the Public Safety Unit is significantly improved since 1994, when some of the protective gear used was sports equipment. The equipment used today is purpose built riot gear that is consistent with the crowd management model used by the Vancouver Police Department. All equipment is approved by the Equipment Committee.

This Review did not reveal any concerns with the type or quantity of equipment used by the Public Safety Unit. However, it did identify concerns with respect to the location of the staging area used for PSU members to “kit up” for PSU duty. This issue is discussed in greater detail in s. 2 and Appendix K of this report.

In 1994, the BCPC and Vancouver Police Department reached different conclusions regarding the use of the Arwen 37 in crowd control situations. The BCPC concluded that, while there is a need for some means of incapacitating instigators who are posing a threat to others, the risks associated with the Arwen 37 were of concern. The Vancouver Police Department’s internal review recommended its continued use until an effective alternative could be identified.

While the Arwen is not used by the Vancouver Police Department’s Public Safety Unit, the operational plan for Game 7 of the 2011 Stanley Cup playoffs called for the Emergency Response Team Quick Response Team (ERT QRT) to be available to provide a rapid response to a tactical critical incident should it be required. The ERT QRT was deployed during the riot and the used the Arwen to neutralize specific persons whose actions were judged on site to be placing the police in danger of grievous bodily harm. It was not used to move or control the crowd.

This Review revealed some concerns respecting the ERT QRT’s use of the Arwen. In particular, Bronze and Silver Commanders were not aware that the weapon was being deployed. Vancouver Police Department has advised that it will be reviewing this issue with a view to establishing clear understandings of command and authorization roles in the development of future operational plans. The use of the Arwen is also discussed in Appendix K of this report.

Conclusion

Partially addressed.

PROTECTIVE EQUIPMENT FOR REGULAR MEMBERS

1994 observations and recommendations

The issue of protective equipment to regular members during the riot was slow and disorganized. Members were unaware of the availability of equipment or where it could be obtained. Equipment staged in a van was locked and the key could not be located.

Recommendations associated with this finding included developing procedures for rapid dispersal of crowd control equipment (VPD 19.6).

2011 observations

The Vancouver Police Department has advised that the dispersal of crowd control equipment is organized by the logistics staff of the PSU for each incident. The results of the debrief questionnaire issued to police officers following the riot suggest that some officers did not understand that protective equipment was available or the location from which it could be obtained. The Review Team noted that while staging for PSU members was included in the operational plan for Game 7, the issue of protective equipment for regular members was unclear. Further, the concerns already noted in this report with respect to the consistency and inclusivity of briefings prior to the event might have contributed to the apparent confusion regarding the availability of equipment, regardless of its inclusion in the operational plan.

Conclusion

Partially addressed.

It should be noted that the Vancouver Police Department has already taken steps to address this issue. In advance of the Celebration of Light events in July and August 2011, planning personnel prepared duffel bags containing helmets, batons and gloves for regular members. Members were responsible for adding their personal issue respirators to the bags when they attended for callout and the duffel bags were then transported in an equipment van to a staging area. Actions were also taken to ensure that all members were adequately briefed on operational plans prior to deployment.

CONDITION AND QUANTITY OF EQUIPMENT

1994 observations and recommendations

Some equipment had deteriorated or was damaged and was unsuitable for use. There were insufficient quantities of some equipment such as gas masks and tear gas. Resupply of tear gas was slow. Personnel without gas masks—including regular police members, prisoner transport squads and fire fighters—were vulnerable and, in some cases, less effective once tear gas was deployed.

Recommendations associated with this finding involved ensuring that crowd control equipment was regularly inspected and inventoried and stored in an appropriate facility; maintaining an adequate quantity of tear gas, gas masks, helmets, batons and gloves to outfit all members who would be placed in crowd control situations; ensuring an agreement was in place with the military to access additional gas masks when required; providing wagons and drivers with emergency equipment including gas masks and helmets; and ensuring that the equipment truck and resupplies remain in close proximity to the crowd control unit throughout deployment (BCPC 31, 32; VPD 13.2, 13.3, 19.1 – 19.5, 23.2, 23.3).

2011 observations

The Vancouver Police Department advised that most of the recommendations relating to equipment have been fully addressed. A comprehensive review of equipment was conducted in preparation for the 2010 Winter Olympics. A central storage area exists and equipment is inventoried and inspected annually and after every use. Squad NCO's are responsible for reporting any damage.

All Vancouver Police Department officers are equipped with respirators and batons and the department has approximately 150 helmets available for distribution to regular members (i.e., non-PSU members). This is fewer than recommended in 1994. Wagons are equipped with emergency equipment and drivers have personal issue respirators but helmets are drawn from the supply available to all regular members.

The Public Safety Unit has equipment vans which are located at pre-determined locations and remain in proximity to the Public Safety Unit after it has been tactically deployed.

The results of the debrief questionnaire completed by officers following the riot indicate that many officers—45 per cent of those completing the survey—did not feel they had the equipment required for the task. The main concerns were helmets and respirators. Many officers from external police services deployed without this equipment. Some Vancouver Police Department members deployed without their respirator. The Vancouver Police

Department was not able to equip all officers with this equipment, which greatly limited the ability of these officers to assist in responding to the riot for safety reasons. The need to communicate equipment requirements with partner agencies is also discussed in s. 2 and Appendix K of this report.

Other concerns relating to equipment noted in the department's internal review included:

- » Lack of awareness on how to assemble respirators, resulting in leaks and malfunctions;
- » Difficulties accessing equipment due to the location of the equipment vans and/or the dynamics of the situation;
- » Insufficient communication regarding the availability and location of equipment;
- » The vulnerability of PSU and RCMP Tactical Troop members and equipment when donning equipment due to the openness and visibility of the staging location; and
- » Insufficient access to additional supplies of tear gas.

Forty-three per cent of respondents to the debrief questionnaire indicated that better or more equipment would have increased their feelings of safety during the riot.

Conclusion

Partially addressed.

EQUIPMENT CONCERNS OF FIREFIGHTERS

1994 observations and recommendations

Firefighters also identified concerns relating to equipment. Associated recommendations involved acquiring better and more equipment, in particular to equip spare apparatus for emergency use (IAFF 8 – 10, VPD 11).

2011 Observations

Vancouver Fire and Rescue Services advised that all of the recommendations from 1994 were addressed. In its after action report following the 2011 riot, Vancouver Fire and Rescue Services noted the following equipment-related considerations for future large events:

- » Carrying food and water supplies on the apparatus;
- » Moving fire apparatus out of Fire Halls that become overrun by the crowd;
- » Providing prevention staff with appropriate protective equipment;
- » Investigating the use of an attachment for breathing apparatus to protect against exposure to chemical agents and radio earpieces.

The majority of fire personnel that responded to this Review's survey of fire and ambulance workers who worked during the riot indicated that they had the necessary equipment for the task (18 of 26 respondents or 69 per cent). Among ambulance workers, this fell to approximately half (15 of 29 respondents or 52 per cent). Desired equipment among VFRS respondents included first aid equipment, gas masks, high visibility vests or markers identifying VFRS personnel and better headsets. BCAS respondents indicated a need for protective equipment such as helmets, better respirators and headsets, hydration packs and more first aid equipment.

Conclusion

Partially addressed.

6. TRAINING

TRAINING FOR REGULAR PATROL MEMBERS AND OTHER FIRST RESPONDERS

1994 observations and recommendations

Regular members had little or no training in crowd behaviour or control or the use of crowd control equipment. This placed some members at risk and affected the department's ability to respond to the riot.

Recommendations associated with this finding involved ensuring that training was provided to regular Vancouver Police Department members and supervisors in crowd control methods and the use of riot equipment and formations; that similar training be provided to all police recruits through provincially-funded recruit training at the Justice Institute of British Columbia, and that procedures be developed and taught to fire fighters regarding exposure to tear gas (BCPC 24 – 26, VPD 20.1 – 20.4, IAFF 6).

2011 observations

The Vancouver Police Department advised that internal training in crowd control methods has been updated to reflect the department's current approach to crowd management and this training is available to all members of the department. In preparation for the 2010 Winter Olympics, all regular patrol members received Cycle 2 training in crowd management and psychology. Patrol and Traffic NCOs receive training in crowd control as part of the Module 1 training for supervisors and the department has begun to provide the public order commander's course to staff sergeants. An audit system has not been established to ensure this training is provided. Given that all members received training prior to the Olympics and the department has not since received any new recruits, this would not have had any impact on the events of June 15, 2011.

The police recruit training program at the Justice Institute of British Columbia includes two hours of instruction in crowd control. Further instruction is provided during use of force training on working when gas has been deployed, and team control tactics. Training in formations and equipment is not provided as the JIBC does not have the required equipment. The provincial government provides annual grant funding to the JIBC in support of its police recruit training program; it does not provide funding specifically for crowd control training.¹¹ The curriculum for the police recruit training program is determined by the JIBC Police Academy in consultation with the provincial government and police stakeholders.

The majority of respondents to the department's debrief questionnaire indicated that they had received adequate training to prepare them for their deployment at the riot. Concerns were more common amongst regular officer who were not part of the PSU or Tactical Troop. In its internal review, the Vancouver Department recognized the potential to assist regular members be more confident in their roles and enhance their support of the PSU in the future through clear communication of roles and responsibilities for incidents of this type and integrated training between PSU and regular members.

In its after-action report, Vancouver Fire Rescue Services noted that it had not undertaken any prior training in the use of tear gas and other police crowd control tactics. The need for training for fire fighters in police crowd-control tactics and interagency training in general were recommended for future consideration.

Conclusion

Addressed.

INTER-AGENCY TRAINING

1994 observations and recommendations

The Vancouver Police Department's Crowd Control Unit and the RCMP Tactical Troop were found to have similar and appropriate standards of training, and to have acted in accordance with those standards during the riot. However, the two units did not train together prior to the riot.

Recommendations associated with this finding involved conducting joint training exercises between the Vancouver Police Department and the RCMP Tactical Troop in crowd control methods; and ensuring written protocols were in place between all independent municipal police services and the RCMP regarding joint training and operational requirements in relation to civil disturbances (BCPC 28, 29; VPD 17.1).

2011 observations

With the Vancouver Police Department's transition to a new crowd management approach in 2006, the tactics and training of the PSU and the RCMP Tactical Troop are now considerably different. Joint training exercises were conducted in preparation for the 2010 Winter Olympics but do not generally occur, and did not occur, in advance of Game 7. This Review identified a need for partner agencies to conduct familiarization exercises prior to deployment. This finding is discussed in Appendix K.

While there are no written protocols or memorandums of understanding governing joint training or operational requirements for civil disturbance, mutual aid in general is understood and governed by the *Police Act*. The level of inter-agency collaboration and cooperation at the Gold Command level throughout the final round of the Stanley Cup playoffs was by many accounts commendable. The main (and perhaps only) area of difficulty involved who *should* be responsible for the costs. This did not affect the availability of external resources. In its internal review of the riot, the Vancouver Police Department recommended that funding be in place to enable the provincial police force to provide supplementary resources for events which may be considered regional in nature, at no cost to the municipality where the event is occurring.

Conclusion

Partially addressed.

OTHER TRAINING-RELATED RECOMMENDATIONS

1994 observations and recommendations

Other recommendations associated with training included that the Crowd Control Unit train its members to work with the appropriate anti-personnel armament rather than continuing to use the Emergency Response Team (BCPC 27).

2011 observations

The PSU has its own Tactical Support Unit. Members are required to complete additional training over and above the basic PSU training. The PSU does not generally use members of the ERT but the operational plan for Game 7 called for the ERT QRT to be available to provide a rapid

response to a tactical critical incident should it be required. The ERT QRT was deployed during the riot. This Review has identified some concerns with respect to the deployment of the ERT. These are discussed Appendix K.

Conclusion

Addressed.

7. THE ROLE OF ALCOHOL

CONSIDERATION OF ALCOHOL DURING PLANNING

1994 observations and recommendations

Alcohol played a significant role in the 1994 riot and was not given due consideration in advance of Game 7. Appropriate agencies, in particular the Liquor Control and Licensing Branch (LCLB), were not involved in planning and the LCLB did not undertake preventive measures such as having liquor inspectors on duty to monitor licensed establishments or placing conditions on licensed establishments under the authority of s. 24.1(1) of the *Liquor Control and Licensing Act*.

Recommendations associated with this finding involved anticipating possible alcohol abuse situations in planning for major events and involving representatives of the Liquor Distribution Branch and Liquor Control and Licensing Branch as appropriate; ensuring that licensed premises are monitored during major events and the imposition of license conditions is contemplated; enhancing awareness of the “Serving it Right” program prior to events; and consideration of police checks and enforcement strategies for major roadways leading into Vancouver and the downtown area (BCPC 4, 9, 11, 12; VPD 7.3, 24.3; COV 1.6, 2.4).

2011 observations

The Vancouver Police Department engaged with representatives of the Liquor Control and Licensing Branch very early in the 2011 Stanley Cup playoffs and at key points during the final round, in particular around the decision to close government and private liquor stores at 4:00 p.m. on June 13 (game 6) and June 15 (Game 7). Along with several agencies, LCLB was advised of the department’s operational plans for each round.

The LCLB took a number of steps to mitigate overconsumption in licensed premises during the 2011 playoffs. At the outset, inspectors from the Vancouver Regional Office (VRO) and the Regional Manager visited liquor stores and bars in the downtown core to remind them of their responsibility to refuse to sell alcohol to intoxicated customers, prevent minors from accessing alcohol, and prevent overcrowding of their premises.

VRO inspectors worked closely with the VPD Liquor Control Officer on monitoring and inspecting alcohol consumption in licensed establishments, including Rogers Arena. They also made observations regarding public consumption. LCLB inspectors attended Rogers Arena each playoff game to monitor security checks at entrance points and compliance with general responsibilities involving the sale of alcohol (e.g., not serving to minors) as well as specific, temporary conditions that were imposed on Rogers Arena during the playoffs (i.e., to end alcohol sales at the beginning of the 3rd period and a limit of one drink per patron, down from the usual two, during away games). As the playoffs progressed, the number of inspectors on duty was increased. On the day of Game 7, eight inspectors were on duty downtown beginning at approximately 2:30 p.m.

LCLB monitoring revealed very few concerns within licensed establishments throughout the playoffs, including the day of Game 7. No contraventions were noted with respect to overcrowding or over serving and patrons were very focussed on the game. Serious concerns were observed, however, with respect to public consumption. This is consistent with the findings of the Vancouver Police Department's internal review and submissions and evidence provided to the Review Team. This issue is discussed in greater detail in s. 3 of this report.

The 1994 recommendations pertaining to police spot checks on major roadways leading into Vancouver and the downtown core were not implemented but this likely would not have been a wise use of resources. There is strong evidence to suggest that the majority of crowd members arrived downtown by public transit. Neighbouring police jurisdictions were requested to assist with upstream interdiction around SkyTrain stations. This is discussed further in s. 3 and 4 of this report.

Conclusion

Addressed.

LIQUOR STORE CLOSURES

1994 observations and recommendations

While government-run liquor stores in the area were closed at 7:00 p.m. on June 14, 1994, alcohol was still available for purchase from privately owned stores.

Recommendations associated with this finding involved extending early closures of government-run liquor stores to private outlets and off-sales (BCPC 10).

2011 observations

Both government-run and private liquor outlets in the downtown core were closed early (4:00 p.m.) on June 13 (game 6) and June 15 (Game 7). In addition, a nearby government-run store at 8th Avenue and Cambie Street was closed at 8:00 p.m.

By many accounts, including sales data for government-run liquor stores and police observations, this strategy was very effective for Game 6. It was the first early closure of the playoffs and it was announced the same day as the game, taking many people by surprise. By Game 7 it was expected—in fact, it was announced by the provincial government the day before the game—and may have contributed to problems such as early drinking. It had, at best, no impact. Sales data for government-run liquor stores indicate that sales at downtown liquor stores on Wednesday, June 15, 2011—despite shorter hours of operation—were 98 per cent higher than the same Wednesday (i.e., the third Wednesday of the month) in June 2010. In contrast, on Monday June 13—the day of the first early closure—sales at downtown stores were only 17 per cent higher than the same Monday (i.e., the second Monday of the month) in 2010.

Conclusion

Addressed

UPSTREAM INTERDICTION

1994 observations and recommendations

The non-enforcement of liquor offences by Vancouver Police Department members was appropriate in terms of not provoking the crowd and sparking a riot sooner, but also served to make the crowd less manageable and heightened the atmosphere of lawlessness. Upstream interdiction would have been an appropriate tactic but was lacking. There was insufficient transit security staff to monitor consumption on the transit system and enforce provincial liquor laws.

Recommendations associated with this finding involved ensuring that adequate Special Provincial Constables and security staff were on SkyTrain to enforce provincial legislation and transit policies related to the use of alcohol on the system during major events; and that consideration be given by neighbouring police jurisdictions to have a visible presence and coordinated enforcement on transit during major events (BCPC 13, 14; VPD 24.1; COV 2.3).

2011 observations

In contrast to 1994, the transit system is now managed by a regional authority which operates a designated police force – the South Coast BC Transportation Authority Police Service (SCBCTAPS). The SCBCTAPS is supplemental to the jurisdictional police services in the communities in which the transit system operates. Its authorized strength is 169 officers. The Special Provincial Constables who provided policing on the transit system in 1994 were significantly fewer in number and did not have full police powers.

SCBCTAPS increased its scheduled resources as the playoffs progressed and had approximately 60 officers deployed on the day of Game 7. The SCBCTAPS estimated that its members conducted upwards of 3,000 alcohol pour outs on the day of Game 7. However, as the trains became increasingly packed with people, liquor interdiction became impossible. Alcohol appeared to flow into downtown by transit, despite SCBCTAPS' efforts and intentions.

In addition to SCBCTAPS, the Vancouver Police Department consulted with neighbouring police jurisdictions leading up to Game 7. Assistance with upstream liquor interdiction, specifically around public transit stations, was requested. While the level of cooperation by external police services was generally high, the extent to which this specific request was implemented is not clear.

Within the Vancouver Police Department's jurisdiction, the Delta shift (i.e., late afternoon) officers within the Patrol districts were assigned to SkyTrain stations (when not required elsewhere) to interdict liquor and assist SCBCTAPS officers before and after all playoff games.

Conclusion

Partially addressed.

It should be noted that, since the riot, the Vancouver Police Department has noted a significant improvement in the commitment to upstream interdiction by external police services during large events. In advance of the Celebration of Light events in July and August 2011 a regional Gold Command structure was again activated. The SCBCTAPS was designated the Bronze Commander in charge of liquor interdiction and all police services agreed to identify the resources they would commit to this function. This resulted in a robust liquor interdiction plan focused on transit hubs throughout the region.

8. SPECIAL EVENT PLANNING

EVENT POLICING

1994 observations and recommendations

Pacific Coliseum failed to contract on-site policing for its event. Security personnel did not execute adequate liquor controls. Police resources had to be diverted from downtown to deal with disturbances at the Coliseum that might have been prevented with adequate policing and security during the event.

Recommendations associated with this finding involved ensuring that the sponsors of major sporting events and other large events be required to provide adequate police presence, at their own cost; that security personnel screen patrons at such events for alcohol upon entry; that police and security personnel remove alcohol from persons openly drinking; and that police, security personnel and provincial liquor inspectors take measures to ensure persons are not permitted to become intoxicated at events where alcohol is available for purchase (BCPC 5 – 8; VPD 5.1; COV 2.2).

2011 observations

Event sponsors are required to provide police presence at their expense. The Vancouver Police Department determines the number of officers required based on a threat assessment, which takes into account the anticipated size and makeup of the crowd and any intelligence received about the event. Vancouver Police Department deploys officers at Rogers Arena for all Canucks games and officers were assigned to provide a police presence at the Live Site venues, once these were implemented. These were distinct resources from the hundreds of other police officers deployed throughout downtown during the final round of the playoffs and the costs were the responsibility of Rogers Arena and the City of Vancouver (as the de facto host of the Live Sites). The number of officers assigned to the Live Sites reflected the maximum occupancy within the fenced area of the Live Sites, as determined by Vancouver Fire and Rescue Services.

At Rogers Arena, security personnel screen patrons for outside alcohol and other security risks upon entry. Alcohol purchased inside the arena may be consumed in the stands. LCLB inspectors attended Rogers Arena during all playoff games to monitor security checks and compliance with liquor legislation and license conditions and did not observe any concerns.

Security personnel were hired for the Live Site venues to provide screening at entry points. Due to the early arrival of the crowd, many people were already in the Live Site area prior to the installation of fencing and thus were not screened. This Review has also determined that the quality of the security checks varied considerably (see Appendix K). Furthermore, any ability to screen persons entering the Live Site on the day of Game 7 was lost once the fences were removed for safety reasons. These issues are also discussed Appendix K.

Vancouver Police Department members assigned to the Live Sites provided police presence and conducted liquor pour outs.

Overall, the Review team was satisfied that the 1994 recommendations regarding site security were addressed during planning for the 2011 playoff celebrations.

Conclusion

Addressed.

MANAGING LARGE PUBLIC GATHERINGS

1994 observations and recommendations

On the night of June 14, 1994, there were no large, organized events drawing hockey fans downtown. The game was being played hundreds of miles away in New York City and was being aired at the Pacific Coliseum across town. Yet following the game a crowd of up to 70,000 people converged on the streets downtown. A major finding of the City of Vancouver's review process was that the City had policies concerning special events on public property that had a sponsor or host but did not have policies on anticipated but unsponsored or unhosted events. The City's review process also found that most people supported large public gatherings but felt that they must be managed in a way that minimizes the potential for problems. In particular, there must be activities or entertainment to focus the crowd's activities. The City was seen as the appropriate agency to assume responsibility for planning such events.

The recommended strategies associated with this finding included devising model programs and budgets for unsponsored events which could be delivered on short notice to target audiences of youth, area residents and families; determining how the location and activities could be designed to draw and disperse large crowds; planning for the removal of potential hazards, post-event cleanup and advertising and promotions, including key event information such as transit changes and "celebrate safely" messaging; arranging funding commitments such as corporate sponsorships; and strategizing with local merchants, businesses and neighbourhoods to minimize property damage (COV 1.1 – 1.5, 2.1, 2.6, 4.1 – 4.4).

2011 observations

The City of Vancouver has successfully managed many large events since 1994 and its planning process has continued to evolve. Many of the above elements are evident in the City's planning for the Stanley Cup Live Site in 2011. In particular, in recognition that many people would find their way downtown to celebrate during the final round of the playoffs, the City planned an event to focus the crowd's attention and implemented measures such as fencing and screening at entry points in an attempt to foster a safe, family-friendly atmosphere.

This Review has identified opportunities to improve the City's event planning process, specifically for events where the City is considered to be the host or sponsor. These recommendations are discussed in s. 4 and Appendix K of this report.

Conclusion

Addressed.

FIRE DEPARTMENT

1994 observations and recommendations

The Fire Department was criticized by the union for its planning. Recommendations associated with this finding involved developing a plan to deal with major incidents such as riots (e.g., the use of "task forces"); and ensuring procedures were in place to provide refreshment and recuperation for crews during major incidents (IAFF 2, 3).

2011 observations

Vancouver Fire and Rescue Services prepared in advance for the impact of the 2011 Stanley Cup playoffs on demands for service. In addition to its internal planning, VFRS was involved in the

Vancouver Police Department and the City of Vancouver’s planning processes prior to the start of the final round of the playoffs. Additional staff were scheduled in advance of each game of the final round and assigned to strategic locations in and around the Live Site.

In its after-action report, Vancouver Fire and Rescue Services noted a need to supply food and water to on-duty crews and to carry these on the apparatus in the future. It also observed that two downtown fire halls continued to experience a high volume of calls after the riot ended and these crews should have been relieved by crews from other parts of the city that were relatively unaffected by the event. These findings suggest that refreshment and recuperation for crews was again somewhat challenging in the circumstances. Overall, however, very few concerns were identified to the Review team with respect to Vancouver Fire and Rescue Services’ planning for the event.

Elsewhere in this report, the opportunity to further improve planning for major incidents such as riots through the development of joint task forces including police and fire personnel and inter-agency training are discussed (see s. 2 and Appendix K).

Conclusion0

Addressed.

VOLUNTEERS

1994 observations and recommendations

The control and management of large crowds cannot be left solely to the police; the public must assume some responsibility. Recommendations associated with this finding involved developing a volunteer plan which identifies the assistance they can provide in large events (COV 1.7).

2011 observations

This is a lesson which has yet to be fully appreciated. Through the course of this Review, comparisons were often drawn between the crowd that assembled for Game 7 of the Stanley Cup playoffs and the crowds that gathered downtown at various times throughout the 2010 Winter Olympics, and in particular during the men’s gold-medal hockey game. While the crowds were similar in size, differences in tone have been noted by many. We heard examples of crowds “self-policing” during Olympics—refusing to tolerate behaviours that threatened other people’s enjoyment of the event. While there are many stories of courageous individuals who intervened to protect people and property once the riot broke out and teams of volunteers that showed up—unmasked—to assist in the post-riot cleanup, there was little evidence that the public assisted in efforts to set the tone before and during the final games of the Stanley Cup playoffs. Even more disconcerting were the thousands of individuals who simply would not leave once the riot broke out—who insulated and fuelled the rioters and hampered the efforts of police, fire and ambulance crews to do their jobs.

The idea of enlisting volunteers to assist in managing events is discussed in greater detail in s. 4 and Appendix K of this report. It is noted here simply to acknowledge that the concept was raised following the 1994 riot, but was not incorporated in advance of the 2011 Stanley Cup playoffs.

Conclusion

Not addressed.

9. OTHER FINDINGS

TRANSIT CONSIDERATIONS

1994 observations and recommendations

The closure of SkyTrain stations and re-routing of buses hampered efforts to disperse the crowd from the downtown core. Recommendations associated with this finding involved strategizing with BC Transit and SkyTrain to establish procedures for moving large groups of people from critical areas in the event of a transit shutdown (VPD 24.2).

2011 observations

While there was no full shut-down of transit, certain SkyTrain entrances downtown had to be closed and buses re-routed during the riot, to protect the safety of passengers, transit personnel and the system itself. Measures to filter crush loads of outbound passengers on the Expo Line were implemented beginning at Waterfront Station to help ensure that passengers could board the system at other stations. This, combined with the sheer volume of persons attempting to leave downtown by transit, might have given the appearance that SkyTrain service had been suspended.

Of greater concern in 2011 was the flow of persons *into* downtown by transit, the capacity of which is far greater today. To lessen the flow of people into downtown *during* the riot, inbound passengers on the Canada Line were unloaded at the Olympic Village station and measures were implemented to filter the number of inbound passengers on the Expo and Millennium Lines.

The Vancouver Police Department communicated with the public via Twitter several times throughout Game 7. This included tweets describing transit service changes, which were based on information received from a SCBCTAPS representative in Silver Command. Traditional media were also reporting transit changes, but concerns around the accuracy of this information were expressed to the Review team.

There is some evidence, including media coverage of the riot, to suggest that a lack of communication or inaccurate communication around these service changes hampered the dispersal of those who wished to leave. This Review determined that several commanders had inaccurate information about the transit changes, despite the presence of a SCBCTAPS representative in Silver Command. This issue is discussed in greater detail in Appendix K. A representative of TransLink was present in the City's EOC during Game 7, as were several other external agencies. Overall this helped to ensure a very valuable flow of real-time information which assisted agencies in exercising their own operational decision-making with respect to the event.

Conclusion

Addressed.

THE ROLE OF THE MEDIA

1994 observations and recommendations

The media was criticized for encouraging the “party atmosphere” on Robson Street and locating its cameras in a fixed position, which may have discouraged the crowd from leaving the area.

Recommendations associated with this finding involved seeking the media's cooperation in not locating cameras in fixed positions or making cameras less conspicuous; asking media outlets

to develop a code of conduct governing the videotaping of large crowds; and ensuring that the police department maintained jurisdiction over restricted areas including the ability to limit or exclude media equipment or personnel (BCPC 16, 17; VPD 28.2).

2011 observations

The implementation of these recommendations is beyond the Vancouver Police Department's scope.

Throughout the playoffs, the Vancouver Police Department's and the City of Vancouver's media messages were intended to promote responsible behaviour while not fuelling the intense media interest in the possibility of another riot. Though some have criticized the media for the level of attention and awareness it brought to the 1994 riot leading into Game 7, in 2011 it was social media that played a far greater role in setting the atmosphere and discouraging the crowd from leaving the riot area. The role of social media is discussed in Section 4 of this report.

The Review team has concluded that the role of media in respect to these major regional events still needs refinement.

Conclusion

Partially addressed.

DEBRIEFING

1994 observations and recommendations

There was a high need for post-critical-incident debriefing but planning and communication in this area was deficient.

Recommendations associated with this finding involved developing mass demobilization and debriefing strategies, including the involvement of the Staff Development Officer; reviewing the concept of mandatory attendance at debriefings; establishing protocols for dealing with mass public trauma resulting from victimization or involuntary involvement in a riot; ensuring that public recognition and support was passed on to members; and consultation with fire fighters by upper management following a major incident (VPD 27.2 – 27.8; IAFF 4).

2011 observations

The need for post-critical-incident was recognized and addressed in 2011. Information about the availability of the Critical Incident Stress Management Team (CISM) and debriefing locations were included in the Vancouver Police Department's operational plans for Games 6 and 7. Victim Services were available for call-out. As part of a comprehensive internal review into the riot, the Vancouver Police Department distributed a debrief questionnaire to all sworn officers to ensure they had an opportunity to give feedback on their experience during the riot.

Vancouver Fire and Rescue Services conducted a Post-Incident Analysis for all operational members involved in the event. The results of this exercise as well as subsequent input received from senior VFRS Fire Officers, Fire Prevention staff and crews were used to prepare an after-action report. The report identifies actions that worked well, as well as areas for continued improvement.

Conclusion

Addressed.

SUMMARY AND CONCLUSIONS

Overall, most of the problems experienced during the 1994 riot were taken seriously and addressed. In particular, the systemic issues noted in 1994 with respect to communications systems, the infrastructure for command of large events or emergencies and police presence on SkyTrain have been addressed with the creation of E-Comm; the City of Vancouver's EOC and the Vancouver Police Department's DOC; and the Transit Police. Another key lesson from 1994 which the City of Vancouver clearly took into account in planning for the 2011 Stanley Cup celebrations was that, when large groups of people are expected to congregate downtown, activities or entertainment should be planned to focus the crowd's activities. The matter of *how* they did this is explored in the following sections of this report.

Some concerns from 1994 were not fully addressed or presented isolated problems and opportunities for improvement in 2011. These related to: Planning; command, control and communications (C3); and equipment. There was little formal interagency engagement and sharing with respect to planning. External agencies received the operational plans a short time in advance of each game. In addition, internal briefings on the operational plan were not inclusive or consistent. The combined result was some confusion and differing interpretations of roles and responsibilities once the situation turned from one of crowd management to crowd control. While these concerns were of a much smaller scale when compared to the 1994 riot, they nonetheless suggest that further improvement is needed. Another concern stemming from the lack of early involvement of external partners such as E-Comm during planning was that the potential capability of the present communications system was not maximized. There was excessive radio traffic during the riot which could have been mitigated with the use of multiple event channels. Extra radios were available through E-Comm to equip all officers, including those responding from police services, that do not use the E-Comm radio network, but only a small number were requested.

The Vancouver Police Department has made significant investments in crowd control equipment since 1994. However, there were problems involving protective equipment such as lack of understanding as to the availability and location of protective equipment and what equipment regular members and officers responding from outside agencies should have carried with them to the event. For safety reasons, this prevented some officers from being able to assist as quickly or effectively as they otherwise may have. Equipment problems were of a much smaller scale in comparison to the 1994 riot but were by no means trivial – 45 per cent of officers responding to the Vancouver Police Department's debrief questionnaire indicated that they did not have the equipment they felt they needed in responding to the riot.

The above concerns with respect to planning, communications and equipment would not have changed the outcome on June 15, 2011 but could have made the situation less stressful for those working during the riot, including front-line workers and dispatchers, and helped to ensure maximum use of available emergency personnel and their safety. In addition, there were other findings from 1994 which were not fully addressed which—together—might have influenced the course of events on June 15, 2011. These included: the assistance of neighbouring policing jurisdictions with interdiction of alcohol around SkyTrain stations; more timely police presence to monitor crowd growth and behaviour in advance of the scheduled event and report observations to command for appropriate decision making; consideration of the use of volunteers to influence the tone and behaviour of the crowd; and joint training exercises between the Vancouver Police Department Public Safety Unit and the RCMP Tactical Troop.

2. VPD and City Plans and What Transpired

Introduction

This part examines the planning that preceded Game 7 and what transpired on June 15, 2011.

For police matters we engaged Deputy Chief Charles J. Bordeleau and Inspector Mark Ford of the Ottawa Police Service to help us examine the policing aspects of this review. We wanted an independent perspective that was expert and experienced in policing and, in particular, policing large events. They did an excellent and objective job and we are grateful for their work. We accept their report and rely on their expertise.

With their permission, the report (hereafter referred to as the “Technical Report”) they provided to us is attached as Appendix K. It is our responsibility to bring an overarching, civilian perspective. Placing both before the public allows people to form their own view of what is certainly a central issue in this affair. It contains 51 recommendations, all of which we endorse for consideration.

Event planning structure at city

Every year more than 600 events such as block parties, concerts, demonstrations, and celebrations take place in the city of Vancouver. Most are small but 20 or more attract upwards of 50,000 people, perhaps 15 draw 100,000 or more, of which one or two may reach 300,000 attendees.

The City has three structures for events:

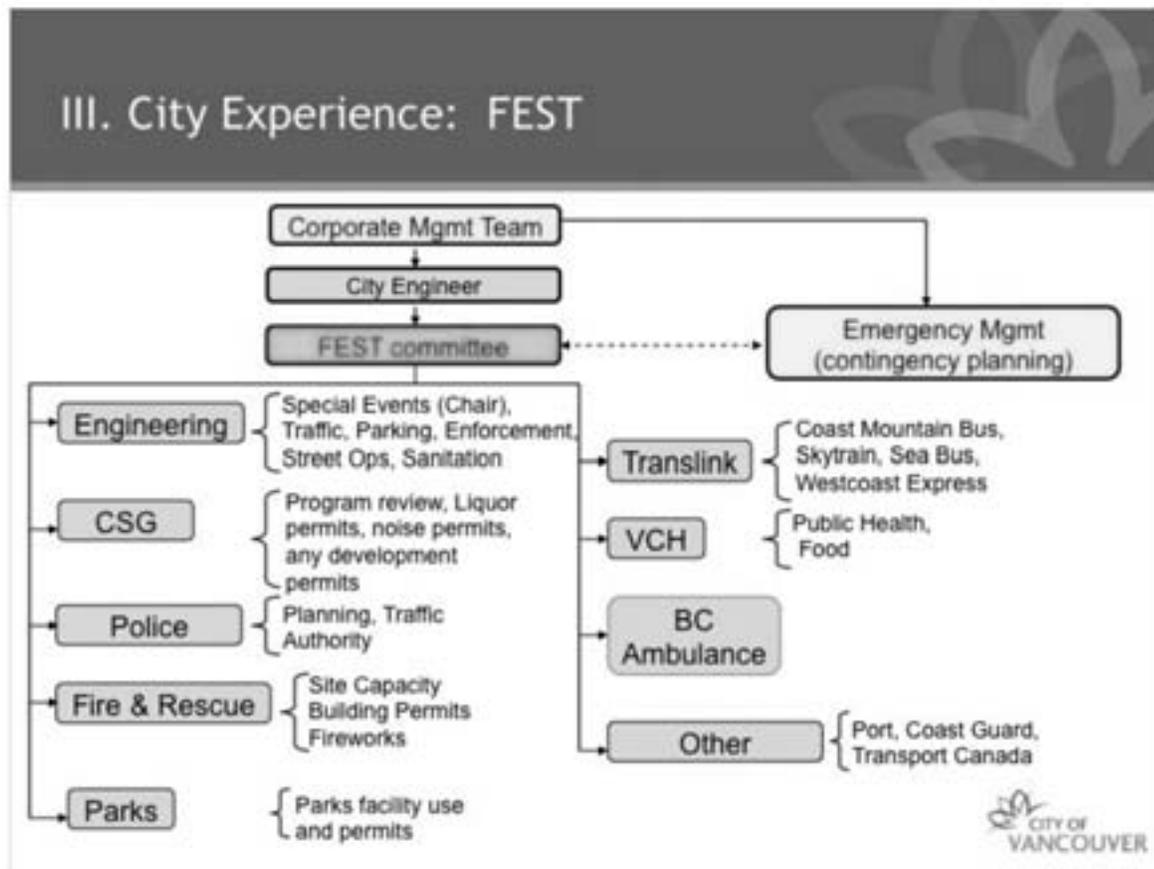
- » Parks Services’ special events planning¹²
- » Festival Expediting Staff Team (FEST)
- » Office of Emergency Management for large/complex projects

FEST: ENGINEERING

Many of the events, and all of the larger events, either take place in the city’s streets, or have an impact on them. Unlike sports arenas and theatres, which are specifically designed to manage crowds, the streets are intended to enable free movement of people and vehicles. We have come to accept and enjoy street events – the novelty and respite from cars alone are enough to make them worthwhile – but we wouldn’t expect a theatre to be a thoroughfare. So managing events in streets has challenges.

Engineering Services is responsible for the streets and everything in the right of way. That includes all aspects of City services delivered there such as transportation, sewer, water, street cleaning, and garbage collection. It is also a key component of event management in the City and has a small business unit with a staff of 3.5 called Filming and Special Events.¹³ There are two layers between the Manager of Special Events and the General Manager of Engineering, but for the hockey events the Manager dealt directly with the General Manager.

About 20 years ago, as events grew larger and more complex the Festival Expediting Staff Team (FEST) was established. FEST includes City departments¹⁴ and is led by the Manager of Filming and Special Events. It is a one-window for event organizers that ensures that a detailed event plan and permits are in place, and compliance with City policies regarding such things as insurance, indemnification, and cost sharing.



(PowerPoint slide courtesy of the City of Vancouver)

The external partners shown on the chart are always consulted on major events and others are engaged depending on factors such as location. For example, the port authorities, Transport Canada, and Coast Guard would be consulted on events on or near the harbour front.

FEST convenes about 30 times a year to consider new events of any size and for large annual events. It reviews the event application together and, given its experience, will often make recommendations regarding the organization of the event.

By all accounts FEST works well in its oversight and coordinating role and has developed considerable expertise in event planning per se in addition to the specialized expertise each member brings to the table, but it is not a large event organizer. It oversees, assists and expedites other peoples' events.

OFFICE OF EMERGENCY MANAGEMENT (OME)

The City's emergency management process is also engaged for large events. As described to us by the City:

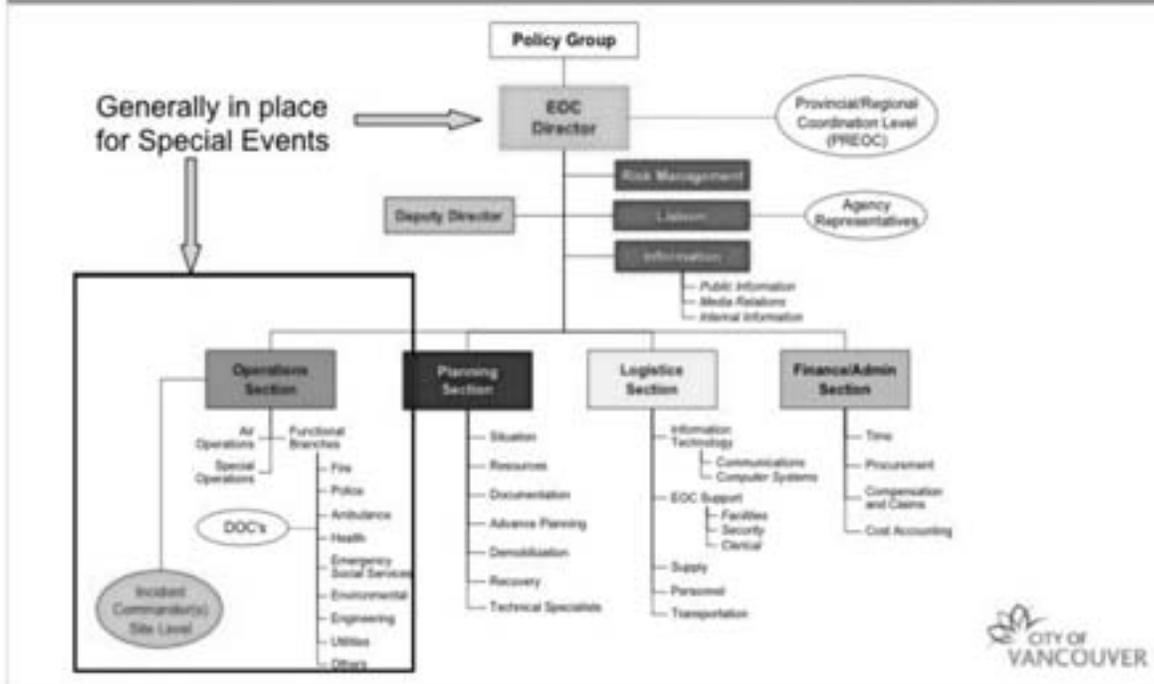
The Office of Emergency Management (OEM) was established following the Stanley Cup Riots of 1994, when the need for a centralized response coordination centre and higher level support structure was recognized and addressed in the 1994 BC Police Commission Report. This dedicated Emergency Management division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

- » *Establishing an Emergency Program for the City of Vancouver*
- » *Coordination and/or preparation of local emergency plans*
- » *Coordination of regional emergency planning activities*
- » *Instituting training of city staff to respond to an emergency or disaster*
- » *Maintaining Public Information programs*

OEM plays a key role in risk mitigation in event planning and in preparation for large complex events through the Contingency Planning Group – a committee that is chaired by senior OEM staff. This committee focuses on the safety and contingency planning aspects of large complex events. The membership is similar to FEST, having staff from key City departments such as Street Operations, Traffic Management, Sanitation, and Fire & Rescue Services, as well as Vancouver Police and the Special Events Office participating on the committee. In addition, staff from the City's Communication department and 311 also participate. The Contingency Planning Group also includes representatives from the City's external partners such as ECOMM, BC Ambulance Service, Vancouver Coastal Health Emergency Management, TransLink (i.e. Coast Mountain Bus, Skytrain, West Coast Express, Transit Police), Providence Health Authority, Provincial Health Services, Emergency Management of BC, BC Hydro, Fortis BC and other partners as needed. The breadth of the committee's membership allows for thorough risk evaluation and for integrated contingency planning for the first responders.

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

III. City Experience: Emergency Operations Centre



(Courtesy of the City of Vancouver)

Its Large Event Contingency Planning Group consists of:

- » Emergency Management
- » Vancouver Police, Emergency and Operational Planning Section
- » Vancouver Fire and Rescue Service
- » BC Ambulance Service
- » Engineering: Street Operations, Filming and Special Events, Sanitation, Traffic Management
- » 3-1-1
- » Corporate Communications (CoV)
- » E-Comm
- » Vancouver Coastal Health Emergency Management
- » TransLink
- » Providence Health Authority
- » Public Health Services Agency
- » Transit Police
- » BC Hydro
- » Fortis BC
- » Other partners as needed

Contingency Planning Group enables integrated planning by first responders and other agencies. It reviews risks, develops contingency plans, and adjusts them as needed."

Through this process the City may decide to activate its Emergency Operations Centre (EOC). EOC was developed as part of the response to recommendations made following the 1994 riot and was renovated in preparation for the Olympics. It is located in the same earthquake-proof building as E-Comm.

Other agencies have their own emergency operations centres. TransLink has three. The VPD's "Departmental Operations Centre" (DOC) is at its Gravelly Street location.

VPD is involved in both the FEST and OEM planning processes already described. The VPD works in cooperation with event planners, city departments and other agencies to ensure appropriate plans and measures are in place to manage safety risks. Considerations include (but are not limited to) pedestrian and vehicular traffic impacts, risks to public and private property and the potential for personal injuries, civil disobedience and loss of life. If crowd management is beyond the resources and capability of event organizers, VPD may be responsible. The VPD works with event organizers to determine the scope of the event, assess risks and determines the required police deployment.

In addition to its involvement with the City's and the event organizer's planning processes, the VPD Emergency Operations and Planning Section (EOPS) creates an operational plan for events. As described by the VPD:

The Operational Planning Unit utilizes all readily available information when planning for large special events. Generally, EOPS receives notification of an event from the City of Vancouver Special Events Office via e-mail. At that point, a VPD planner is assigned to the event. The amount of notice given varies for each event and as a result, the VPD is sometimes required to plan for an event with a short deadline. For a known annual event such as the Celebration of Light, the planning begins months in advance. Depending on the number of events occurring in Vancouver at any given time, EOPS planning staff may be overburdened, resulting in less than optimal planning timelines. Alternatively, the VPD may be in situations where they are forced to wait for others (e.g., City of Vancouver planning) before they are able to complete their plans. For larger events like the Celebration of Light or the Stanley Cup Playoffs, more than one planner will be assigned. Ordinarily, the sergeant in charge of the Operational Planning Unit will be the lead planner and the other planners will be assigned tasks as required. For example, PSU resources are normally located and assigned by one planner while another would be responsible for allocating resources to backfill Patrol positions vacated by the PSU officers.

As well, EOPS will conduct a threat assessment using open source information when larger events are coming up. This assessment is then coupled with other information including the history of the event, the existence of alcohol and alcohol service, the demographics (e.g., age, gender) expected in the crowd, the layout of the event, and any other information available that may change the final threat assessment. That assessment allows EOPS to make a determination of the appropriate level of deployment and the lead planner writes an Operational Plan if the event and/or the deployment is large enough to warrant a full plan. This plan is reviewed and signed off on by the Inspector in charge of EOPS and subsequently by the Public Order Commander if one is assigned.¹⁵

Depending on the nature of the event and the timelines involved, the VPD engages key partner agencies in some capacity during its planning processes. The level of engagement may range

from collaborative and integrated planning to keeping partner agencies informed of the VPD's planning through the distribution of operational plans. Key partners include other police services throughout the region, VFRS, BC Ambulance Service, Liquor Control and Licensing Branch, and E-Comm.

THE CANUCKS ADVANCE: LIVE SITES FOLLOW

The Live Sites wound up being the centerpiece of the City's response to the Canuck's run for the Cup but they weren't even part of the original plan. A popular Olympic and World Cup soccer phenomenon, Live Sites (sometimes called fan zones) are typically well-defined urban pedestrian spaces where the public can gather to catch up with news as it happens and watch big screens during major sports events.¹⁶ They are consistent with the strategy recommended in the City Administrative Review of the 1994 riot that entertainment be provided at impromptu events.

"...large, unhosted crowds can be anticipated and then someone (logically the City) must take a lead role in coordinating management strategies to avert trouble. To a large extent these strategies involve planning an 'alternative event' – providing a crowd with well-managed activities and entertainment....that merchants, volunteers, and youth are all included in the planning process. Sites which feed the crowd into City streets must also co-operate in the planning process. Alcohol is generally acknowledged to be a significant factor in disturbances. Greater control and enforcement is recommended. The media's ability to influence crowd behavior was seen as a potentially powerful too, and they should be included in any planning process."¹⁷

The strategy was adopted by City council Nov. 8, 1994 and appears to be the point at which the City formally accepted the three principles that drove decision making in 2011:

- » People are going to congregate downtown on important occasions regardless;
- » Therefore the sensible thing to do is provide them a well-managed event; and
- » That in the absence of an organizer the city should take responsibility.

When police planning for a Cup run began early in March Live Sites weren't contemplated. The first reference to Live Sites comes on April 15, the day of Game 2 of the first round against the Chicago Blackhawks, when the VPD's public order commander recommended, in an internal memo, that any Live Site be away from the Granville Entertainment District.

The City's Emergency Operations Centre (EOC) held its first meeting to discuss planning for the Canucks post-season. Following that the City, the VPD, and their partner agencies discussed planning and logistics for the Canucks' post-season on a daily basis.

By early May, members of the public, municipal councilors, and the media began to press the City to organize Live Sites. On May 5, the Canucks asked the City to close Abbott Street to create a fan zone. Everyone thought they would be fun, community events. A number of people described it to us as a common urge to relive the Men's Olympic gold medal hockey game. Between May 4 and 10, the focus of discussion among officials shifted from dealing with large numbers of people in the Granville Entertainment District to planning Live Sites. On May 10, opportunity appeared to meet necessity when Engineering learned that the CBC intended to broadcast the games on the TV screen on the exterior of its building at the corner of Georgia

and Hamilton. CBC thought people would like to watch the games together outdoors. They were right and they were not alone.

It is likely anyone opposing a Live Site would have been considered a worrywart and killjoy.¹⁸ And, in any case, people were already beginning to congregate on Granville on game nights during the quarterfinals. Portions of Granville were closed on the last night of the quarterfinals to help manage the bar crowds.

There was, of course, no dedicated organization to plan and prepare Live Sites for the playoffs as there had been for the Olympics. No city can be sure its hockey team will be in the post-season or how far it will go. While that is an aspect of playoff hockey that fans have learned to endure and savour, it poses two significant challenges for officials trying to plan events: the exponential excitement of each new round and the “schedule as they go” aspect. So it fell to the City to organize fan sites on the fly.

Engineering Services is expected to “own” and organize impromptu events so the Filming and Special Events (FEST) unit was pressed into service because of its experience overseeing other people’s events. FEST tries to perform its ordinary functions of reviewing, advising and, approving plans, including Engineering’s plans, but the playoff schedule is indifferent to FEST’s timelines and processes.

THE SEARCH FOR SITES

Initially, Canada Place was suggested as a site because it has an outdoor screen. This would be the first of many attempts to find suitable sites. It eventually became an unofficial site, but Engineering didn’t like it because of the relatively small size of the screen and concerns about public safety because it has “hard edges and a drop off to the water.” The day after, learning of the CBC’s intention to broadcast the games on its TV, Engineering started discussing another screen to augment the CBC screen should the CBC location become popular. Other sites such as the Olympic Village, David Lam Park, Robson Square and the so-called Concord lands were discussed – possibly with an eye to distributing the crowds – but on May 12, the CBC expressed concern about other sites showing the game and reminded the City that broadcast rights would be required. It appears the City believed they would not be able to obtain broadcasting rights for the Olympic Village but there does not seem to have been a formal request. According to the CBC, they would have granted broadcast rights for other sites and did. In any case, David Lam Park was not pursued because of concerns about the condition of the grass after several recent large events.

The CBC Live Site was activated on Hamilton Street on May 15 for Game 1 of Round 3. Three nights later Game 2 drew around 800 people. The City closed the street, rented portable toilets, and created spots for food vendors.

By Game 5 on May 24, attendance at the CBC site was estimated to be as high as 1,000. The problem was not solely growth in crowd numbers. As the series progressed, Engineering became concerned families were beginning to feel “driven out by young, drunk guys”. That night the VPD reported approximately 137 “pour outs” – that is, confiscation of alcohol being consumed in public – and six arrests downtown.

The VPD was against using Robson Square as a Live Site and was not enthusiastic about a site on Granville Street either. But by May 27, the city decided to establish a big screen adjacent to the CBC on Hamilton near Robson and another on Granville near Georgia. The VPD went along with the decision but asked for fences so the sites could be screened to keep out alcohol; they also wanted to require free tickets. Engineering decided to hire brand.LIVE, a company experienced in event management they had used for Live Sites during the Olympics.

The City agreed to fences but not tickets. The City Manager was not against the idea of tickets but felt it was too late to organize a ticket system. Tickets might have helped for a while, if they could have been organized in time, but would not have contributed significantly to public safety by the end of the series. It was the large number of people outside the sites that brought the fences down. People continued to come downtown when they knew the Live Sites were full and even when the final game had ended.

As is the case with so many elements of crowd management, the fences were a mixed blessing. Vancouver Fire and Rescue Services determined the maximum occupancy based on the enclosed area. However, the crowd inside tended to bunch up near the screen, leaving space near the back. This happened during the Olympics and created frustration and hostility among the people not allowed in. The Mayor's office, through the City Manager, expressed the same concern about the fencing on May 30, as did brand.LIVE. At the first game of the fourth round the fences at the Granville site were pushed down.

There were questions about the kind of fencing and adjustments were made from game to game as the crowds grew and locations changed. The general practice was to have four-foot fences at the entrances where there was security, six-foot fences around the rest of the perimeter, and eight-foot fences in front of the screen. Suffice to say that fences were established to control alcohol in the sites and were to be removed to quickly allow dispersal at the end of the game. Penning people has been identified as a cause of tension and possible violence. The practice was to remove the fence at the end of the second period to avoid this.

A LIFE OF THEIR OWN

The Contingency Planning Committee met on May 9 in a special meeting at the Emergency Operations Centre (EOC) to discuss and coordinate crowd management related to the Canucks Stanley Cup run. The minutes reveal good information exchange and that, to that point, no one has experienced any significant problems. But, while the exchange is good, there is no evidence of formal collaboration in planning. Given the integration we have been told about for fixed events such as the Celebration of Light, it is likely this reflects the nature of playoff hockey, there is a growing crescendo of excitement and activity that can end abruptly at almost any time. This must make it very difficult to set aside issues that are certain to be problems to work on issues that might arise in Round 4 when you are only in Round 2. It is probably for this reason they did not meet again until May 26, and most attended by teleconference. The purpose of the meeting was to discuss crowd management during Round 3 and what needed to be done to prepare for Round 4.

The minutes record a very detailed discussion of the pertinent issues. Again, what we see is coordination through information sharing, not a formal coordination process. There is no doubt these people know their jobs. But they are being driven by events and coordinating on the fly.

(Significantly, at least as it appears from the minutes we have, the next time they meet – this time in person – is June 22.)

On May 27, the City's Corporate Management Team (CMT) discussed Live Site logistics. On Sunday, May 29 a special meeting is scheduled for May 30 to discuss creation of a second Live Site, possibly on Granville. In fact, numerous meetings about the Live Sites went on throughout the day. Regardless of the decisions made, there is no doubt the various organizations were fully engaged in the Live Site planning all the way up to their most senior levels. There does not seem to have been any discussion of cancelling Live Sites and it would probably have been impossible to have done so. The Live Site train had left the station and, as was recognized in 1994, people were going to congregate downtown regardless.

But it appears that no one thought the crowds downtown would become as large as they eventually did. One reason for this may have been that other municipalities were organizing their own Live Sites. The VPD's March briefing note for the Police Board indicated that during the 2009 post-season crowds in Vancouver were smaller than in previous years due to the emergence of 72nd Avenue and Scott Road in Surrey, and Fraser Way in Abbotsford, as gathering locations. But, as it turned out, in the fourth round the other sites never saw the crowds Vancouver drew,¹⁹ and in the same note the VPD warned:

"Given the success of the 2010 Olympics, we believe that people will again congregate in the Granville/Robson corridors. This issue is complicated with the proliferation of social media which has recently been used to organize large impromptu gatherings in the GED ... This is a major concern for us as there is no way to accurately estimate the potential crowd size for these impromptu gatherings." (Emphasis added)

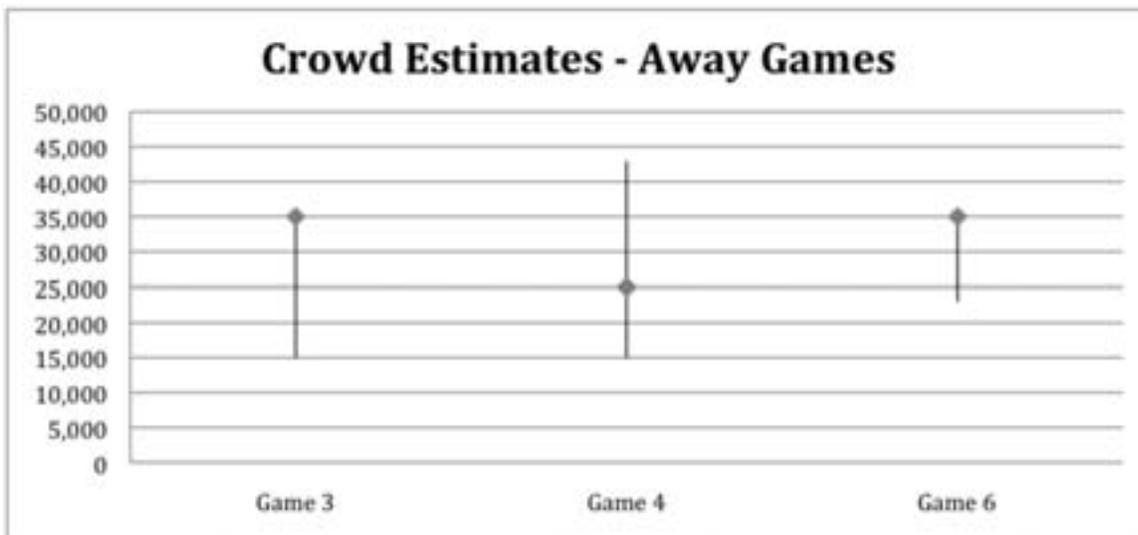
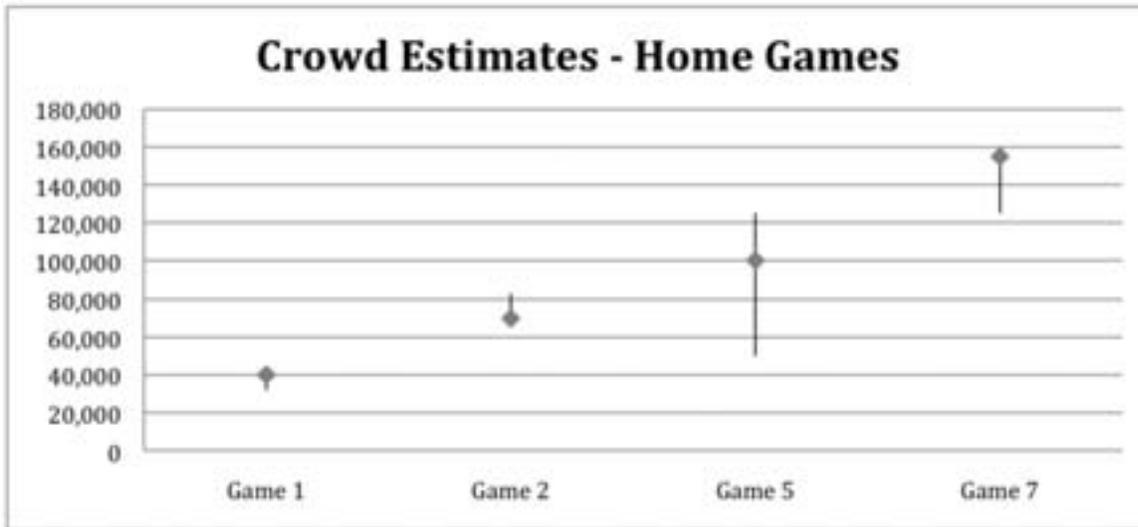
The Granville and expanded Hamilton Live Sites were activated for Game 1 of the fourth round²⁰ on June 1. Carpets were laid out to keep aisles clear, CCTV cameras were installed, fences were erected and security guards were hired in an effort to prevent alcohol and intoxicated people from entering the sites. Potential projectiles such as bus shelter glass and newspaper boxes were removed – although this does not seem to have been uniformly executed. The EOC was activated.

VPD reported that intelligence was predicting a rowdier crowd than during the Olympics.

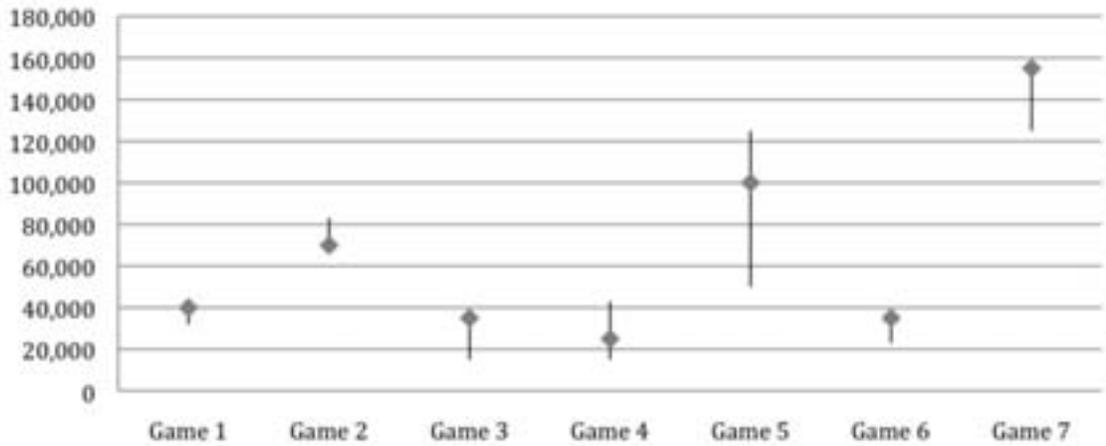
The site worked reasonably well, but the intelligence was correct and there were 356 liquor pour-outs and six arrests. Ominously, 20,000 people crammed into the area between Georgia and Davie and the total crowd downtown was estimated to be as high as 50,000. The VPD continued to express concern about the Granville Live Site, describing it as too narrow and having "hard sides". As well, the VPD wanted security to check everyone entering the Live Site for alcohol. This would have entailed longer lineups and required a lot more security personnel. It was, in the view of brand.LIVE and the City, more cost effective to target suspicious characters and backpacks. Cost effectiveness was important to the City because, unlike the Olympics, the City was compelled to manage from within its established annual budget. And the Cup run turned into a series of large, unexpected events for the City to pay for. They could have decided to not do anything but people were coming downtown anyway. Not providing something for them to do would be contrary to the 1994 recommendation and policy on dealing with impromptu events. And, if the City itself did nothing, it would only make the position of the VPD worse.

The day after the first game there were recaps and reviews among all the agencies including police services in the region. The VPD and City discussed fencing, tickets, and parking – including the tip over risk that cars parked near the live site presented.

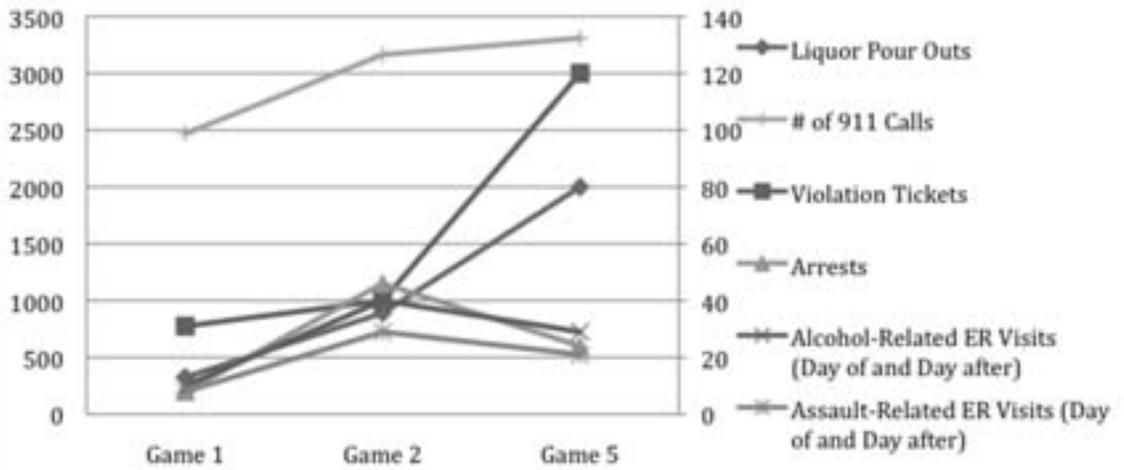
The second game was June 4, a home game and a Saturday. The EOC was activated, as was “Gold Command”.²¹ There are approximately 900 pour-outs and 38 arrests in the GED and there may have been as many as 83,000 people downtown.²²



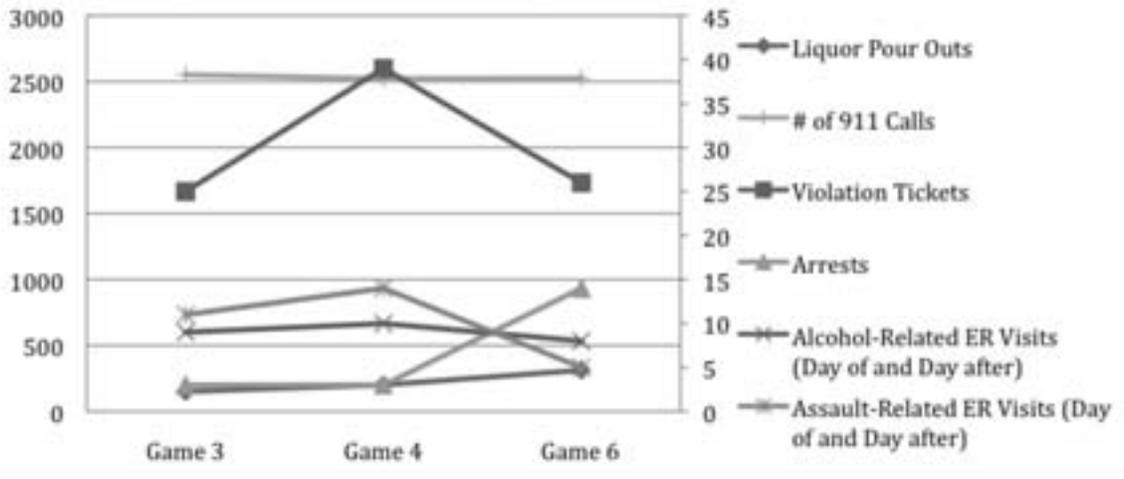
Crowd Estimates - All Games

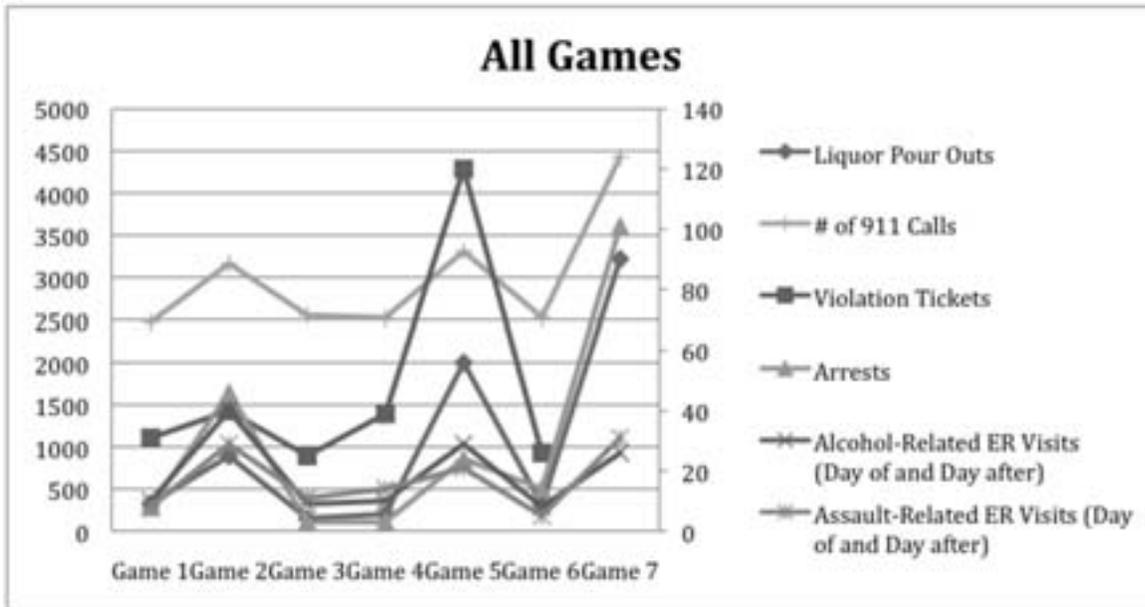


Home Games Leading up to Game 7



Away Games Leading up to Game 7





The City decided to move the Granville Live Site to the 300 block of Georgia following Game 2. This was discussed at a briefing with VPD, VFRS, Engineering, and the City Manager on June 5. More brand.LIVE security was hired and food carts were relocated so people would not climb on them to see the screen. Concerns about alcohol control and fencing were once again discussed. The next day the Downtown Vancouver Business Improvement Association (DVBIA) expressed displeasure at the removal of the site from Granville.

Game 3 was June 6 in Boston. The Georgia site worked much better, there was better alcohol and crowd control and the number of pour-outs declined to 175. On reflection, the DVBIA agreed the Georgia location was better. However, though the site was better, the reduction in pour-outs probably had more to do with the fact that it was an away game on a Monday night: the crowd was estimated at only 25,000.

Concern with alcohol consumption continued, and the Liquor Control and Licensing Board reviewed its Olympic closure processes and criteria and deployed all its local inspectors.

Game 4 took place June 8, also in Boston. Engineering adjusted the sites, added toilets, moved food vendors closer to the fans, and increased the number of garbage bins.²³ The EOC was activated. There were no serious incidents but there were 183 pour-outs and two arrests.

Game 5 was a home game on Friday, June 10. Despite the fact that it was not a deciding game there were disturbing signs. In particular, the crowd was younger, rowdier, and predominantly male. The proportion of family and older people that moderates crowd behaviour had declined. There was some violence, a great deal of public consumption of alcohol, and the police were beginning to suffer injuries. In earlier games the police had begun to take a harder line on public consumption of alcohol and it was decided to step this up. The next day, a conference call that LCLB had scheduled to take place on Monday was moved up to Sunday at VPD's request due to the gravity of the situation. The situation was characterized as escalating "intoxication, violence, and pre-riotous behaviour." This language is probably less a case of prescience than attention to the statutory conditions for closing liquor stores. The LCLB decided to close the liquor stores at 4 p.m. on Monday, June 13, the day of Game 6. Game 6 was an away game but a deciding game.

The Live Sites were once again adjusted based on previous experience., The EOC was activated. And for the first time since Game 2, Gold Command was activated. TransLink put on additional service. The liquor store closure was a surprise and appears to have significantly reduced public consumption of alcohol and rowdy behaviour. There were approximately 280 pour-outs. At the next day's debrief, it was decided to ask for liquor store closures for the final game and to add more security at the Live Sites, as well as more CCTV cameras. Bars, off sales, and restaurants were not closed because, despite stepped up scrutiny by liquor inspectors and police, there had been no significant issues with them.

Preparation for Game 7 included Engineering issuing warnings to some businesses about property damage and VFRS adding additional members.

Findings

Given what we know today, it is difficult believing that Live Sites would be small, family affairs. They snowballed and rowdies drove out the families. We also know that on the night of June 15 there were many more people outside Live Sites than in them. So as we examine how the Live Sites were organized some might be tempted to simply write off the whole effort as an exercise doomed by fate or ineptitude. However, on closer examination we see people playing the hand they were dealt with skill. People wanted to watch hockey, outdoors, together – more people than was imagined, and that was a problem. But the larger problem is that perhaps the Live Sites made no difference at all. Perhaps the crowd that came downtown June 15 was coming anyway and a number of them were bent on trouble regardless.

But, as to the Live Sites, officials weren't alone in thinking they might be relatively small, family affairs. The CBC, officials, politicians, and probably many members of the public thought they would be good fun at the outset. Everyone who initiated or called for Live Sites has a part in this and, in May, anyone who might have opposed Live Sites as riot prone would likely have been told, "this is Vancouver, we know how to do this", and they would have been offered the Olympics as evidence and the men's gold medal game as proof. As a result, the Live Sites went ahead, though there was no budget for them and no standing organization to plan them except people with other responsibilities.

SUMMARY

- » Planning was ad hoc, but officials were seeing the problems and attempting to adapt to address them while staying within the City's overall budget;
- » FEST's normal role is to work with organizers; it was never intended nor does it have the capacity for organizing large events. As the crowds at the sites grew they hired brand.LIVE;
- » We saw no consideration of shutting down the Live Sites. The answer would have been "they are coming anyway", so there was an imperative to do something;
- » The City did not pursue other locations for Live Sites, perhaps in the belief it could not obtain broadcast rights but whether other locations would have reduced the number of troublemakers congregating downtown or not we cannot say;
- » There were other Live Sites in the region and there was initially reason to hope people would stay in their home communities;

- » Games 2 and 5 were trouble but adaptations in Games 3 and 6 seemed to work so this may have reinforced the notion that they and the people of the region could manage to celebrate safely;
- » Though there were differing views about how best to manage the crowds, all the officials were concerned – no one was oblivious to the threat of some degree of trouble.

Police planning

DID THE VPD HAVE THE RESOURCES IT THOUGHT WERE REQUIRED FOR GAME 7?

We carefully questioned the Mayor, City Manager, and Chief Constable of Vancouver regarding allocation of police resources to the Stanley Cup Finals and we examined the relevant documents.

The Vancouver Police Department (VPD) first raised the likelihood that additional, unbudgeted expenditures would be required in a memo to the police board dated March 8, for an in-camera session March 16. The memo estimated the minimum incremental policing costs would be \$648,271 if the Canucks went all the way to the Stanley Cup Final. This of course represents an order of magnitude figure despite its apparent precision because many factors including the number of games actually played would have been unknown at the time.

The memo is a high-level review of the potential issues for police that were under consideration for the eventual deployment. It recognizes, for example, the regional draw of the Granville Entertainment District in general, and the Canucks in particular, discusses Stanley Cup disturbances in Calgary (2004), Edmonton (2006), and Vancouver (1994); cites the 1994 Police Commission recommendation that police establish a large, visible presence to deter people intent on causing trouble; experience in policing post-season Canuck games; and, of course, the 2010 Olympics.

It predicts people will congregate in the Granville/Robson corridors²⁴ and adds:

This issue is complicated with the proliferation of social media which has recently been used to organize large impromptu gatherings... This is a major concern for us as there is no way to accurately estimate the potential crowd size for these impromptu events.

The memo states that in 2007, alternate gathering sites had emerged in Surrey and Abbotsford, resulting in smaller crowds in Vancouver. This recurred in the 2009 and 2010 playoffs.

In our view, the Surrey and Abbotsford sites, though welcome developments from VPD's perspective, likely had two pernicious effects – an obvious one with hindsight– an assumption that fewer people would be coming downtown, and the other, less obvious to VPD, that police in Surrey and Abbotsford would feel less able and willing to support Vancouver as long as there was the possibility of similar risk to their home communities.

As it turned out, on June 15 unexpectedly large numbers of people came downtown, and continued to come after the game had ended.

The memo concludes with a breakdown of the planned deployments including cost estimates that build-up as the Canucks advance, with attention to home and deciding games. This report

was referred to municipal council. Significantly, in both instances this was purely informational; the memo does not ask for additional money or seek approval of the expenditure. We were told there was very little discussion and no discussion of the operational assumptions on which the costs were based. The City Manager told us quite frankly that she and the Chief discussed whether all or a portion of the cost could be covered in the police department's established budget. She also asked whether some of the police functions could be handled by private security. However, she said that throughout the discussions there was an assumption that the Chief would have the resources he required. The only issue was how they would be paid for. The Chief said the same in a separate interview.

The Mayor does not seem to have played any part in the resource or financial discussions out of deference to the operational control of the force residing with the Chief. When we interviewed him the Mayor explained that in his view good governance precluded him becoming involved in operational matters.

The plan called for the VPD to be supplemented by members of the RCMP tactical troop. The province was asked for extra funding to cover the cost.²⁵ The Solicitor General, in a letter dated June 10 and received June 13, turned down this request and detailed monies already allocated to municipal policing.²⁶ Regardless of how this cost is eventually allocated or whether one agrees with the Solicitor General's reasoning or not, the tactical troop was deployed as requested, which is consistent with the statements of the Mayor, Chief, and City Manager that there was no debate about resource requirements and that cost allocation was a secondary issue that would be worked out over time.

In reviewing the documentation we did not find any evidence of inappropriate attempts to influence the security assessment or resource requirements identified by the police. In any case, the Chief forthrightly told us that the VPD had the resources on the night of Game 7 that the operational plan prepared by the force's planning section called for.

Of course, in determining resource requirements the Chief is expected to be a prudent budget manager and so are his planners. They planned for the worst they expected.

REVEALING THE NUMBER OF POLICE

In the days immediately following the riot, the number of police assigned to Game 7 became a litmus test of civic preparedness. We said from the outset it was one element of a complex picture and the discussion needs to move past it. We have concluded the only way to move past it is to reveal it. But this is not a trivial matter so first we want to explain how we reached this conclusion.

Various numbers have appeared in the media, but the Chief Constable has refused to publicly confirm any of the numbers on grounds of officer safety and public safety. He has discussed the number and details freely with us and provided us with a copy of the operational plan. From that, we can ascertain the number, or more appropriately, the numbers because there are several different categories of officers ranging from traffic authority, regular patrol, to public order unit and tactical troop members. The potential for "apples to oranges" comparison is great, and that complicates the discussion, but let us first deal with the principles we considered.

The public has a right to know how public affairs are conducted and, as a general rule, a right to examine the details. In instances such as security, the public realizes that to inform the public is also to inform people who would harm them. And so we, the public, accept that the public interest in knowing is sometimes outweighed by the public interest in being safe.

We, the reviewers, acknowledge as well that the Chief Constable is accountable to the Vancouver Police Board and that board is accountable to the people of Vancouver for their security and safety. Therefore, the views of the Chief Constable ought to be given due weight because he is accountable for public safety and we are not.

However, in this instance, we think the balance between the right to know and the right to security is not at its usual pivot point and we have decided to release the number, not so much because we think it is very important in itself, but because we think it is important it be released so the mystery is ended and a broader and more useful examination can go on.

We have reached this conclusion for four reasons:

- » The number of police has taken on such significance that continued secrecy will only further exaggerate its weight;
- » The handling of the riot is of such importance to civic administration and the administration of justice in the province that the public must have a full understanding of the planning and the events if they are to have confidence to attend future events;
- » The initial number deployed still “keeps the bad guys guessing” about police capabilities; the combined police services of the Metro Vancouver area were able to more than double the initial deployment in about two hours and had reserves remaining;
- » It is highly unlikely the combination of circumstances prevailing on June 15, including police tactics and event management strategies, will be repeated so even if the number of police deployed at another event is exactly the same, the effect will be different.

To be clear, if we are setting any precedent here it is a very narrow one. Public security requires a degree of confidentiality. Numbers and strategies used in the past can be useful predictors of future deployments. We simply believe that in this instance, for the reasons given, the public interest in police non-disclosure confidentiality is outweighed by the public interest in disclosure.

THE NUMBER

There were 446 police officers assigned to police Game 7.²⁷ That includes an RCMP tactical troop and 12 members drawn from other municipal police services in the region. It also includes one of the regular police patrols that is often used to focus on special priorities. On this night they were assigned to hockey related duties such as alcohol interdiction at stations inside the City. The number does not include the other regular patrols, even the regular downtown patrol, or an RCMP tactical troop that was on duty in Surrey but was available to Vancouver and did in fact deploy to Vancouver.

By the end of the night a total of 928 officers were directed at the riot.

COMPARABLE NUMBERS

How does this compare with the number of police officers specifically assigned to the men's gold medal game?

The potential for confusion with numbers increases exponentially when comparing any event to the Olympics. Direct parallel is not possible. There were approximately 5,700 police officers to guard the Olympics. In an extreme emergency they would all theoretically be available, but at any given time, half of those officers would be off duty. So that leaves 2,850 available for deployment. A number would be at Whistler and several hundred more would be securing a variety of Olympic venues in and around Vancouver. They could not leave those venues and were therefore unavailable for policing the public areas around the hockey game.

We have been told 359 officers were assigned by VPD to the gold medal match, but that would not include the equivalent of Gold Command level since those officers would be in place for all the Olympic venues and not the hockey game specifically. The comparison is of limited value because the overall police presence during the Olympics had been firmly planted in people's minds. However, the assertion that there were fewer police assigned to Game 7 than to the gold medal game in 2010 is not accurate.

A more direct comparison is 1994. According to the 1994 Police Commission Report, on June 14, 1994, there were between 40,000 and 70,000 people and 200 regular police members and 60 reservists²⁸ in downtown Vancouver as the game ended. When the riot started the reservists were withdrawn. By the end of the riot, the total police involved stood at 500. But the 200 regular officers included the downtown patrol, which the 2011 number of 446 does not. And, by way of further comparison, the equivalent to the 500 total in 1994 is 928 in 2011.

When Chicago held a downtown victory parade in 2009 to celebrate the Blackhawks Stanley Cup victory, 450 officers and 20 horses policed a crowd of 1.2 million people.²⁹

We conclude the number of police identified in VPD's plan was appropriate given the threat level identified. We return to this later.

VPD CROWD MANAGEMENT

The VPD provided us a succinct history of the evolution of its crowd management techniques:

Evolution of Crowd Management in Vancouver

Crowd control units are a relatively recent development in the VPD's history. As a result of several incidents in the mid 1970s (e.g., Gastown Riot, Sea Festival), the VPD formed a "Crowd Control Unit" (CCU)...With the Clinton/Yeltsin summit being held in Vancouver, the VPD decided that a more formalized unit was required. The newly formed, voluntary, CCU trained with the RCMP and utilized the same methods and tactics. However, the training and equipment purchased were very basic. Only 40 voluntary members were assigned to the CCU at the time, though there was equipment for up to 55 people. There was no official training manual at this time, as the unit was still in its infancy. This is essentially the training and equipment that was in use at the time of the 1994 Stanley Cup Riot.

The recommendations from the 1994 Riot provided an impetus for changes to the CCU. Significant training, equipment and planning issues were identified and over the next several years, much work was done to make improvements in these areas. . . Though the CCU had evolved since 1993, particularly in terms of the size, structure, training and equipment used, the . . . tactics used were based on the Royal Hong Kong Police and the RCMP methodologies and were meant to address large scale public events only. By 2004, the Unit had 120 members and was able to deploy as a group or in smaller independent units with a Tactical Support Unit. This meant the CCU was more versatile than in 1994 (with only about 60 members), but the tactics being used were not appropriate or effective for the types of events to which the CCU was deployed. The tactics were really meant for use with large scale public order issues, with relatively static crowds and were dominated by the use of lines and gas as methods of control. Essentially, the CCU was effective at regaining control over a crowd that is already out of control but did not have the tactics or the equipment to manage more dynamic situations nor to prevent a large crowd from becoming out of control.

From Crowd Control to Crowd Management

Beginning in 2006, the VPD began a major shift in its approach to crowd management. With the creation of a full time coordinator for the CCU (approved in January of 2007), the Unit recognized a need for further change. One of the key strategies in this new model of crowd management is that of the "meet and greet". Familiar now to all Vancouverites, the new "meet and greet" approach is a simple concept: smile, engage the community, be positive, have early interaction with crowds and line-ups, and asks police to start enjoying their patrol time. Previous to the implementation of this strategy, officers tended to observe from the sidelines and only interact with the crowd to deal with an issue. This meant that officers were purely reactive to the situations that came up in the crowd rather than being highly visible deterrents to trouble. The "meet and greet" is an all-or-nothing strategy. One officer saying hello to people and another staying grim faced and gruff opposes the ideals of the model. This is not to say that strict enforcement does not have a place; it is the way enforcement is achieved that has such a dramatic affect. The strategy was also shared with private security companies working in the GED to ensure compatibility of working styles. Importantly, this shift in approach to crowd management meant that the police were now able to proactively manage a situation instead of waiting until the crowd became unlawful and destructive to intervene. . . .

As of March 2007, the VPD officially adopted the National Model used in the United Kingdom for crowd management. With its history of sports related riots, urban warfare, and terrorist attacks, the United Kingdom is considered a leader in public order and crowd management. Between 2002 and 2006, the VPD hired a number of experienced officers from the UK who had significant experience in public order. The influence of these members contributed to the transition to the UK model, and ensured a correct interpretation and application of the materials. The adoption of this model meant a restructuring of the unit, new equipment, and new tactics, some of which were already in use by this time. Because of this previous integration, the biggest shift remaining to be made was in relation to the command structure used. The UK model uses a three tiered command structure (Gold, Silver and Bronze). However, the tactics and model can be used without the command structure, as evidenced by its success in the GED.

We believe Sweden is now at the forefront of strategies and tactics that take full advantage of the latest research on crowd psychology and police/crowd interaction.. We examine that view after we introduce "meet and greet".

MEET & GREET

Meet and greet has been employed very successfully by the VPD and ought to continue.³⁰ It is one manifestation of the principles ascribed to Sir Robert Peel, often referred to as the father of modern policing, and who said, “the people are the police and the police are the people”. One of the Peel principles is particularly pertinent to our review:

*Police, at all times, should maintain a relationship with the public that gives reality to the historic tradition that the police are the public and the public are the police; **the police being only members of the public who are paid to give full-time attention to duties which are incumbent on every citizen in the interests of community welfare and existence.***³¹ (Emphasis added.)

Meet and greet is a method of strengthening and maintaining the relationship between the public and the police Peel thought essential. While its value basis is nearly two hundred years old, the scientific evidence that explains its success is more recent.

CROWD BEHAVIOUR

Classic theories of mass behaviour claim that people in crowds lose their individual identity and become mindless; emotions dominate and are contagious and, when an idea they would normally never consider is presented, they can't resist. On this theory, people are vulnerable to unscrupulous individuals and crowds are “where the bad lead the mad.” Thus crowds are homogenous to be treated uniformly when disorder threatens or erupts.

Ironically, this can be a self-fulfilling prophecy because cracking down on everyone is likely to unite the crowd against the police.

More recent research has shown that people in crowds are *not* anonymous, unanimous, irrational, or unthinking. Many videos of the June 15 riot show the largest group of people standing around watching a small number of individuals act out for the scores of digital cameras.

Within any crowd there are people willing to take advantage of a perceived opportunity to make short-term gains or vent their prejudices. Individuals in crowds may choose to seek booty, status, a sense of power, or just to show contempt for authority.

The current model of crowd psychology now dominant in the scientific community was developed by UK researchers and is referred to formally as Elaborated Social Identity Model (ESIM). According to this model, individuals do not lose their individual identity, but they act collectively in a crowd on the basis of a shared psychological group affiliation or social identity (e.g., I am Catholic, I am a British Columbian, and I am a university student.) For example, people on a train will studiously ignore each other. If the train is stopped and the passengers are unable to leave for some time they will begin to smile and speak because they now consider themselves members of a trapped train passenger group. As soon as the train moves again they will go back to keeping to themselves.

While individuals do not become mindless zombies, they do shift their emphasis from personal identity to social identity. This is what makes group behaviour possible for good or ill. When

acting as an individual with a shared social identity the fate of the group takes priority. Social identity depends on ongoing inter-group interactions. Police can profoundly affect that.

So there is not one crowd. There are different individuals and social groups within the mass. Other members frequently stop individuals in crowds calling for confrontation. This is called self-policing. There were many examples of Good Samaritans on the night of June 15 attempting to self-police the crowd.

Good police tactics recognize different elements of the crowd and seek to distinguish between them. If police treat all crowd members the same the members unite in their identity against the outsider – the police – increasing the influence of those in the crowd seeking conflict.

Thus a differentiated approach will minimize conflict and maximize self-policing.

The problem is how to control crowds where those who do intend to act illegally are intermixed with and indistinguishable from those who don't. What on TV might seem an opportunity to decisively (and satisfyingly for the viewer) clear a street might serve to bring more spectators over to the side of the rioters.

In short, some apparent police inaction toward inappropriate behaviour may, in fact, be good crowd management. However, continuing tolerance may create a sense of empowerment and encourage more destructive behaviour. The point to note is the dilemma and possibility that one reason the riot was relatively mild on the international riot scale *could be* that what appeared to be a slow or no response was in fact a measured response. This is a complex question we explore later.

GAME 7: PREDICTING THE CROWD

We don't normally control crowds in a democracy, we manage them or attempt to. Private venues such as theatres and stadiums can sell tickets or at least count people and when they're full close the gates. That luxury is not as readily available in public spaces such as streets. Social media and enhanced regional transportation has added complexity.

So officials are left to guess who and how many people will show up and the sort of mood they will be in.

According to the VPD, it was only during the last round that Vancouver "became the place to celebrate". In earlier rounds, we were told, there were more people celebrating in the Surrey area either at the Live Site or the corner of Scott Road and 72 Ave, than in Vancouver.

The Game 7 crowds were quantitatively and, to a degree at least, qualitatively different than the previous playoff games and the Olympic hockey games. There were pockets of trouble at some of those games but nothing that wasn't managed at the time.

But predicting the size of the crowd wasn't the only issue. Game 7 was a weekday; the game started at 5 p.m. but people were in the Live Sites before noon. By the time the fences were put up at 2 p.m., the sites were about one quarter full, so the fences were put up around those people and they could not be checked for alcohol.

The VPD increased the number of officers from game to game, and they adapted the locations officers would be stationed. But the schedule for deployment changed little.

The squads assigned to the Live Sites were set to arrive at 2 p.m. The first PSU unit was not briefed until 3 p.m. This means that prior to the PSU arrival there were fewer than 30 officers in the vicinity of the Live Sites. It was not until 5p.m. that the bulk of the forces were briefed. The VPD had told us they allowed 45 minutes from the start of briefing to arrival at stations. There is a reference in one after action report to one squad being delayed by congestion downtown and arriving even later. It is clear the VPD underestimated the number of people who would take the whole day off work to get downtown very early. The opportunity to establish police presence was lost.

THE SIZE OF THE CROWD

Public safety is not a matter of dividing the number of people in a crowd by the number of police watching them. A happy crowd of families requires the police for little else than directions to the nearest SkyTrain. A crowd of drunken louts may require more than twice their number in police just to contain them. A large crowd may not erupt into violence for want of instigators.

The police are only one element of a complex equation, but for the sake of argument let's assume the only factor in crowd management is the ratio between police and civilians. We don't think the dominant factor was too few police. We think there were too many people. Look at the picture on the cover of this report. Would any plausible number of police have been able to establish sufficient presence to stop a group of people determined to cause trouble in that crowd?

Police presence is one of a combination of important factors: the venue, nature of the event, the tone of the crowd – which is affected by alcohol, gender and age, attitude toward the larger community and the police – and whether people in it are engaged in something entertaining or simply milling about. Aimless milling leads to frustration and alienation.

When we say too many people we don't just mean too many people for the police; we mean too many people for the venue. At Game 7 the Live Sites and the areas around them were too congested for police and other first responders to reach instigators or injured persons, thus compromising their ability to prevent riotous behaviour. Put another way, the congestion gave the troublemakers the opportunity to start something. The article on the Chicago Blackhawks' victory parade we referred to earlier continues:

From a public safety standpoint, we argued to host this in Grant Park, Millennium Park or Butler Field. We asked, "Why are we doing this in a canyon of buildings?" About 1.2 or 1.3 million people attended the rally, and because we were limited on where we could get resources, we ended up policing it with only about 450 officers and 20 horses. Thankfully, we got through it, but we felt lucky that we didn't have a disaster such as a mass stampede or a child being crushed in the crowd. Eventually we had no choice but to let the crowd take the streets to release the pressure of the crowd wedged in between the iron barricades and the buildings.³²

The first crime prevention technique in the police toolbox is their presence. One of the key recommendations of the 1994 Police Commission report is that police be a visible presence. That is why they now wear high visibility vests and numbers of them are posted at key intersections

while others walk amiably through the crowd. “Meet and greet” is part of tone setting that establishes the police as members of the community; helpful members who are there so people can enjoy themselves safely, rather than as an oppressive occupying force. But this only works when the police are visible and mobile. With 155,000 people crammed into a few blocks of downtown Vancouver, they are neither.

FINDING

There may have been an opportunity for police presence to set a tone in the early afternoon but it was lost. However, by 6 p.m. it was not the number of police or, in a very strict sense, the number of people, it was the number of people in that venue. It was congestion that stifled riot prevention. And, even when the great majority of people left, it was the gawkers who hampered riot suppression.

There were too many people – and too many of them were drunk young males, and the police arrived too late. We conclude that the situation was beyond control. It was a matter of how many people showed up, how early they showed up, and the state they were in. This begs two questions: could the event have been stopped – or at least could, metaphorically, the gates have been closed? And, was this foreseeable? We deal with the latter first since the decision to cancel the event or curtail admissions would have to be based on prediction.

WAS THIS FORESEEABLE?

It is impossible not to apply hindsight to this. We can’t un-know what happened. But there are reasons not to be too critical. Our technical team says:

“The number of people in Vancouver’s downtown core for Game 7 had doubled relative to Game 6 to an estimated 155,000 people (55,000 of whom were in the u-shaped Live Site in the Hamilton-Homer-West Georgia corridor, which had an estimated capacity of 31,900;

For previous games, fans had arrived later in the afternoon, closer to the 5 p.m. puck-drop. By the time deployment began at 2:30 p.m. on the afternoon of June 15, the Live Site area was already half-full. By 4 p.m., it had reached full capacity and officers on the scene were already beginning to report small altercations and were having difficulty accessing the area due to the sheer number of people;”

We agree, but Game 5 must be considered too.

Game 5, a home game on a Friday night saw, according to the City’s figures as many as 110,000 people downtown – 25,000 in Live Sites and 85,000 outside them. According to the VPD, there were 2,000 liquor pour-outs that night.

Game 6 was an away game on a Monday night. Liquor stores had been closed early in response to high levels of intoxication at Game 5. Attendance was about 28,000 and there were 313 reported pour-outs. There was reason for optimism that they had averted trouble as they had after Game 2.

Against this is an instinctive argument that, when considering Game 7 of the Stanley Cup in a Canadian city, normal doesn’t apply. If you want precedent, don’t Google “Vancouver”, Google

“hockey riots.” Certainly once the riot started a lot of people said they’d seen it coming. Some people said flatly: “final game, expect a riot”. That should be disturbing to people who love hockey. Later we consider what that says about NHL hockey and the way the game is presented through media and advertising.

It seems to us, after interviewing all the key people, that they were expecting a bad night, perhaps a very bad night if the Canucks lost, but not a riot. We suspect, though we cannot know, that there was an unconscious assumption that they, and the people of the Metro Vancouver area, having been together through the Olympics, had moved beyond 1994. To give them their due, they were not unprepared. E-Comm had filled all of its 9-1-1 and dispatch stations.³³ St. Paul’s Hospital was on full alert. The BC Ambulance Service and Vancouver Fire and Rescue Services scheduled extra personnel. The police decision to re-establish Gold Command for Games 2, 6 and 7 for the first time since the Olympics created contingent policing capacity for the whole of the Metro Vancouver area. The VPD had also added contingency plans dealing with post critical incident debriefing and mass arrests.

The number of police deployed for the games jumped from 287 at Game 5 to 413, to, as we’ve mentioned, 446 for Game 7. This was accomplished primarily through cooperation with police from around the region, but the VPD’s own allotment increased significantly as well. This was done despite the fact that, according to the VPD, there was no intelligence to suggest a riot.

But there were anomalous actions such as VPD declining E-Comm’s offer to send a person to help log in officers on radios, an important officer safety function, as is done for the Celebration of Light. Given the extra numbers they foresaw would be needed, it is odd they did not foresee it would take an extraordinary effort to log them in. It probably demonstrates the fluid nature of playoff hockey related events as contrasted with events scheduled well in advance where there is time to consider all the details. We return to this later.

We asked and were told by police, the City, and E-Comm that there were no tips that a riot or trouble of any form was being organized. Yet some people, possibly a couple hundred, arrived with riot paraphernalia. There are three possible explanations: the intelligence system failed; the riot “organizers” (if there were riot organizers) had enough sense to avoid social media; or a couple hundred people had the same idea and simply converged.

Deputy Chief Bordeleau and Inspector Ford have concluded VPD’s system for monitoring social media such as Facebook, Twitter, and chat rooms was effective and there was in fact no credible information to suggest trouble was being planned.

That leaves perhaps two hundred people organizing without social media – this is not to say they wouldn’t later use social media at key moments – or individuals and small groups of similarly minded people self-organizing. Both are plausible. Two hundred is one troublemaker per 1,500 in the crowd. This is not inconceivable given that riots are often associated with playoff hockey.

There are two key points here:

- » Social media might indicate a riot is coming but silence doesn’t indicate it’s not;
- » Playoff hockey is linked to riotous behaviour.³⁴

In a crowd that size, there will always be troublemakers. But on Game 7, the number of troublemakers was higher and the inhibitions of many of the rest were lower. And the congestion of that crowd in the streets that had become the venue, virtually shut down the two key prevention tactics of police: a high, visible presence and quick, decisive response to trouble.

FINDING: NOT BEYOND IMAGINING

We do not think a crowd of 155,000, many of whom were drunk, was beyond imagining given earlier games, particularly Game 5. Game 6 was an away game with alcohol in short supply. But drinkers will not be fooled twice. The element of surprise was gone – especially given the provincial government’s decision to provide advance notice that stores would close early on June 15. The authorities had one silver bullet to deal with public intoxication and they used it.

ADAPTATION TO CHANGING CONDITIONS

VPD’s operational plan was the most detailed of all the event plans but even it did not identify criteria that automatically trigger adaptive responses. If an event reaches certain proportions, that should provoke discussions with pre-determined agencies. The plan ought to have contemplated fans arriving early at Game 7 and required an appropriate response. For example, the VPD’s plan should have required a report on the numbers of people downtown beginning late in the morning, and provided options for earlier deployment.

The harder it is to predict the scope of an event, the more important it is to be able to adapt. It is important that all plans be coordinated to ensure that once one agency spots a problem it alerts its partners.

An excellent example of this kind of thorough, interdependent planning occurs annually in support of Vancouver’s Celebration of Light event, suggesting that the problem is not one of competence but a product of the nature of impromptu events related to playoff hockey.

RECOMMENDATION

- 1 The City of Vancouver, its agencies and event partners, should develop a formal risk assessment process as a tool to assist in determining the level of planning effort required, the need for coordination, and the overall resource impact for events in the City of Vancouver. This should include a determination of whether the event requires a regional event public safety plan.**

Police response to riotous behavior

Some people asked, what took so long for the police to act?

The British Columbia Civil Liberties Association took out an advertisement congratulating the police saying, “police reaction on a systemic level last night appeared to us to be responsible, measured and restrained, rather than reactionary.” So far the VPD has only received two misconduct complaints related to the riot. By way of rough contrast, there have been more than 300 complaints against police arising from the G20 riot in Toronto.

The price of police restraint could be the damage to property and terror in retail outlets. What seemed to some as police inaction that encouraged escalation was, to others, admirable restraint that avoided further escalation and kept squads in place to protect lives at the expense of property.

There are two questions here:

- » Could the riot have been suppressed by earlier and more aggressive intervention?
- » Were police well prepared to transition from riot prevention to riot suppression?

COULD THE RIOT HAVE BEEN SUPPRESSED THROUGH EARLIER AND FIRMER INTERVENTION BY POLICE?

The literature on crowd/police interaction offers support for both sides. On the one hand, during what could be called the testing stage, when members of the crowd are both intuitively and consciously assessing behavioural boundaries, it is crucial for police to quickly show that unlawful acts will not be tolerated. On the other hand, it is a cardinal error for police to alienate and unite the crowd against them, and an aggressive response to the crowd as a whole or individuals that people in the crowd identify with can do that.

The decision to “kit up” into riot gear can be provocative. We were told it can signal to some that “It’s game on with the cops.”³⁵

FINDING

It is impossible to say whether earlier, more firm intervention would have snuffed out the riot or made it worse. It is a dilemma and unlike a problem, which can be solved, dilemmas are matters of judgment, usually with a limited menu of unattractive options. We were told that at one point during the Olympics circumstances justified use of force by a VPD public order unit, but the commander on the street decided to wait a bit longer and the crowd sorted itself out. It may be that is what individual officers on the street on the night of June 15 were thinking, too. We are not going to second guess them.

Another explanation is that dealing with rioters is slow, difficult and dangerous work. We interviewed senior management of London Drugs and they told us that at about 2 a.m. of June 16, a VPD sergeant, looking very weary and still bathed in sweat stopped in to see if they were alright and explain why it took perhaps 20 minutes to come to their aid after the windows had been breached. He explained that his unit had encountered “a plug of people” they couldn’t get through. They had to break away and go around.

What is clear though is that if the spectators had vacated the zone, the police would not have faced the dilemma of whether to risk provoking the crowd. It is also clear that more thought should be given to non-provocative tactics that enable measured responses to acts likely to develop into riotous behaviour. First responders need tactics that reduce the dilemma. We have included a literature review as Appendix H to inform further discussion.

TRANSITION FROM RIOT PREVENTION TO RIOT SUPPRESSION

The decision to go to Level 2 dress or “riot gear” was made at 8 p.m.

THE DILEMMA

The police have another dilemma. Riot prevention requires the greatest possible, highly visible police presence, while riot suppression requires the swiftest possible tactical response. The price of initially deploying the PSU and tactical troop members in ordinary uniforms is a slower tactical deployment. The alternative is to sequester them in their full gear and call them out as needed. The price of that obviously is lower initial presence and weaker riot prevention.

The VPD planners were conscious of this dilemma and opted for riot prevention by deploying the PSU and tactical troops in their uniforms but kept a small ace up their sleeves. The six member equestrian unit and about 30 tactical squad and emergency response team members were sequestered in their riot gear and by 8:07 p.m. were able to take position at the corner of Beatty and Pender. By all accounts the mounted unit was exceptionally effective in persuading people to move along.

On balance the decision to deploy the Public Safety Unit (PSU) and RCMP tactical troops (both commonly known as “riot squads”) in regular uniform was wise as was the decision to create a small reserve to hold the line while the troops got in their riot gear. In the situation that developed the reserve was too small to be decisive but, from a planning perspective, given the threat level assessment, we think its creation and allocation was prudent.

However, the transition of the PSUs and tactical troops had problems. The first, and unavoidable problem, is that it reduces the police presence at what is obviously a critical moment. It takes time to get the gear on or “Tac up.” The goal obviously is to minimize that time.

On June 15, the transition resulted in a reduction in available resources to deal with the crowds prior to the riots and delayed the response to the riots themselves. There were two main reasons: their gear was too far away and RCMP did not hear the order.

TAC CACHED IN THE “WRONG” PLACE

The public order equipment vans were positioned at Granville and Nelson which turned out to be too near the disturbance in the south and too far from the Live Sites. They were too far because the members in the north had to travel on foot, and in the crowds it took 10 to 15 minutes to make the trip. It takes 7 to 10 minutes to get into gear. The VPD squads from the north then travelled back in their vans, which took another 10 minutes due to the crowded streets. The RCMP northern troop stayed in the south with their colleagues.

The lesson here is not that it is a mistake to cache gear at Granville and Nelson. It is important to predict, but impossible to know, where trouble will break out. In VPD’s considerable experience of trouble in the GED, Granville and Nelson was a good location for the vans. They had used it before successfully. However, the choice this time did not account for the change in crowd distribution brought about by the fan sites north of the main GED and, specifically, the stationing of half the VPD PSU and Tactical Troop there. On an ordinary night, it might have been a small problem, but on June 15 the congestion turned it into a significant problem.

As an aside, we had the opportunity to observe police operations on the first night of the Celebration of Light and, as a result of this problem during Game 7, the vans moved to keep in close proximity to their respective squad. We were told this would allow them to change into their gear in about seven to 10 minutes. But this was not the case on June 15.

While the VPD's PSU was struggling to get their gear on, the riot at the Live Site began. This caused VPD to direct a significant number of non-PSU members from Granville and Robson to the Live Site to maintain a visible police presence. This left the area of Granville to be policed mainly by the RCMP tactical troop.

But the RCMP tactical troop commanders did not hear Silver Command's order.

THE RCMP TACTICAL TROOPS DID NOT HEAR THE ORDER

The tactical troop had been divided into two and deployed in the north and south.

The RCMP commander in the south had a defective VPD radio and the commander in the north did not hear the order to "TAC up" due to the high level of traffic on the police radios. This had two unfortunate consequences.

First, the troop members were no longer appropriately dressed and were not performing the function Silver Command now required of them. This is not only an officer safety issue but also significantly reduced the effectiveness of the response to the rapidly deteriorating situation. The RCMP in the south remained out of radio communication for the rest of the event.

Second, because they heard the order VPD was able to "TAC up" in smaller groups to minimize the reduction of police presence but the delay caused by not hearing the order forced the RCMP in the south to leave as a group because the VPD's equipment cache was being overrun and they feared theirs would be too. Given that many of the VPD resources in that area had been called north the result was a major drop in police presence in the south at a critical point. When the RCMP returned in their gear a riot was underway in the south.

COMMAND CONFUSION

There was confusion over situation command after the order was given. The problem was simply this: the Bronze commanders in the north and south were also the commanders of the PSUs. The Bronze commander is in charge of a whole zone, one in the north and the other in the south, and must maintain an overview of the situation as a whole, keeping in touch with subordinates and the Silver Commander. Once the PSU is in tactical mode for reasons that are easy to understand, his (in this case both were men) focus naturally narrows to the situation before him. This is not a criticism of the Bronze commanders but a comment on the command structure that night.

FINDINGS

There was no political or bureaucratic interference in VPD's planning or resource allocation.

It is difficult to predict the size and disposition of crowds. Planning was thorough and appropriate for the threat assessment. There was no intelligence indicating a riot was being planned.

The crowd in downtown Vancouver was far greater than contemplated in the plan but initiating Gold Command effectively created a regional police reserve as a contingency.

Unfortunately no one's plan seemed to have identified "triggers," events that would prompt re-evaluation of the plan. Had there been, the early arrival of fans might have accelerated police deployments – though we recognize that this may not have been possible due to the complexity of the operation.

The City recognized that fans were arriving early and adjusted their event deployment, although as it turned out, not quite enough to beat the earliest arrivals. The VPD did not significantly adjust the time of their deployments

Riot prevention was not a failure of "meet and greet"; it was an inability to initiate "meet and greet". When the police were fully deployed they were met by the massive crowd – a crowd that had seen no significant police or security presence all afternoon as many arrived carrying concealed alcohol.

If the crowd had been smaller the situation might have been retrieved, but in the larger than anticipated crowd, that was impossible. The police were compelled to react to events as best they could instead of setting the tone through an approach that had proven effective through the Olympics, Paralympics, and all of the previous 2011 Stanley Cup playoff games.

The slower than normal transition to tactical gear delayed an effective response to riotous behaviour and could possibly have contributed to the start of a riot at Granville and Nelson. We find no fault with any individual commander in this. The cause was the faulty radio.

We accept the conclusion of our technical team that the decision of Silver Command to start kitting up PSU members was made at the appropriate time.

Despite those shortcomings, the operative factor was the size of the crowd, which we believe is conservatively estimated at 155,000. It impeded the efforts of police and emergency personnel to respond to vandalism, violence, fires and medical cases, and allowed a sense of lawlessness to develop.

That is, there were too many people for the venue.

We have concluded that a significant jump in attendance for the Cup final was within the realm of contemplation and, to that extent, we disagree with Deputy Bordeleau and Inspector Ford. However, we agree with their assessment that simply adding police resources would not have prevented the riots. The congestion in the Live Site and streets was so great that the main riot prevention strategy of presence and "meet and greet" would have been swamped and ineffective with any plausible number of police.

Once the riot started, however, VPD's dispersal tactics were highly successful according to our technical team. We rely on their expertise in that regard, though we offer our own observations. In riots the criteria for success are preservation of lives/health first, property second, and time from loss of control to when control is regained. On June 15, 2011, no lives were lost and no member of the public sustained serious injuries at the hands of the police.

The riot lasted about three hours despite the fact that it was a mobile, irregular affair (unlike, for example, a political demonstration having a focal point) with a large number of non-combatants milling about interfering with police movements and dispersal tactics.

An aggressive police response to disorder is often provocative resulting in greater injuries, longer riots and more property damage. Despite the issues noted here, we conclude that overall the riot was well handled by the police under the direction of the VPD. The expressions of support for the VPD following the riot, in contrast to other riots in other places, suggests that most people share this view.

We, two reviewers, are of an age to recall television news showing police attacking civil rights campaigners in the American South and youthful protesters during the Democratic Party convention in Chicago in 1968. Those images shaped the perceptions of police for a generation. Vancouver has been spared that.

RECOMMENDATIONS

- 2 That the VPD’s planning process for major events should include:**
 - **Early, meaningful consultation with external partners in planning for large events;**
 - **Strategies to monitor crowd volumes including passenger loads on public transit and aerial views from police aircraft;**
 - **Contingency plans to respond to a need for an earlier than anticipated deployment;**
 - **Contingency plans for multiple incidents and multiple locations within an event, followed by table top exercises to test the effectiveness of those plans;**
 - **An analysis of equipment needs and equipment compatibility issues, in particular when external police services will be deployed;**
 - **A process to replace faulty equipment; and**
 - **Clear lines of authority and decision making at all times during the event.**

- 3 That the VPD ensure that all members working during a major event, including VPD members and those from external police services, are briefed on the operational plan, roles and responsibilities and contingency plans prior to the event. The briefing should identify the personal issue equipment required and the availability and location of additional protective equipment.**

There is a dilemma for police: intervene and unite the crowd against you; don’t intervene and signal that normal rules don’t apply. Modern crowd theory shows that one way out of this dilemma is to develop intervention techniques that are more “surgical” and less provocative.

RECOMMENDATION

- 4 That the VPD and VFRS explore opportunities to incorporate fire fighters into Public Safety Unit tactical units, similar to the inclusion of BCAS medics. This would allow police, fire and ambulance to “surgically” respond to a range of incidents such as**

burning cars and injured persons with less risk. In support of this, the VFERS, VPD and BCAS should identify appropriate techniques and equipment that can be employed when large apparatus are not suitable.

5 That the VPD, VFERS and BCAS undertake joint crowd control training exercises.

The medics embedded with police squads were deemed highly successful. The medics use small carts commonly referred to as Gators instead of ambulances. Large fire trucks are clearly unsuited to surgical intervention.

COMMUNICATION WITH CROWD

It is standard practice for police to issue public warnings prior to the deployment of crowd dispersal agents such as tear gas or pepper spray. This was not done in the south zone at all, and was hampered in the north zone by the fact that the batteries of VPD's LRAD had not been charged, so it had to be plugged into a police vehicle at all times, restricting its mobility.

In the south, an RCMP loud hailer malfunctioned so the public did not appear to have been warned of the use of tear gas. There is a suggestion that other equipment was available but was not used.

The literature shows that communication with crowds is important and can often be decisive. Given that the size of the crowd made communication at an individual level between police and citizen impossible, the use of LRADs and loud hailers is that much more important. Communication was not used with this crowd until the situation was out of hand. When it was, much of it was a pre-recorded unlawful assembly message broadcast on the LRAD in an authoritative (possibly aggressive) male voice. The VPD may wish to consider whether the tone on this message is consistent with its measured crowd management approach.

RECOMMENDATION

6 That the VPD use its communication tools earlier, to help set the tone, inform and provide direction to the crowd.

A regional riot

This was, in a sense, a regional riot engulfing a few downtown blocks because Vancouver is the regional centre of B.C.'s Lower Mainland. Most of the time, the city benefits hugely from that central role. The riot was facilitated by the regional transportation system. But the people were there in the first place because there is also a regional sports fan system, a regional entertainment system, and the gravity pull to downtown on big event days.

There needs to be a regional approach to public order that is just as strong as the integrated culture and infrastructure that make up Metro Vancouver. This time the region came to Vancouver but that will not always be so.

THE STRUCTURE OF POLICING

In British Columbia, policing is organized as Canada is organized: there are federal, provincial, and municipal police services. Municipal policing is organized as British Columbia's municipal units are organized: each municipality with a population over 5,000 is required to have a police force.³⁶

So the structure of policing in the Metro Vancouver region reflects the structure of municipal government in the region.

The structure of policing is not explicitly in our mandate but if it affected the preparation for the event or the response to the riot it would be our duty to comment on it, and recommend, if not a regional force, then further study on the structure of policing.

Some have told us that the riot could have been avoided had there been a single regional police service for the region. An interesting point but we don't think the facts bear it out.

We do not believe the existing police structure played a significant role in the riot, though it complicated some of the police response. A single regional police service may be the ultimate answer to many problems but it is not the only answer to the issues we have identified.

We also suspect that the debate that would ensue from a recommendation for regionalization of policing services would eclipse proper consideration of this report and the implementation of any required changes.

REGIONAL COLLABORATION

There are good reasons for regional collaboration in crowd management and public order including:

- » There is an excellent regional transportation system that allows people to move freely and in large numbers throughout the region;
- » Social media today enables unprecedented concentration and motivation of large groups of people for good or ill; and
- » Numerous events take place that draw large numbers of people across the region.

There is a great deal of cooperation and integration of police services along functional lines, or for specific tasks or events. This is both proof of the need and the evidence that a single force is not the sole means of meeting the need. During the Olympics there was in effect a single, very large police force made up of a great many police officers from many police services across Canada. The police community has necessarily become adept at various sorts of collaboration.

Gold Command on the night of Game 7 is a good example. On the night of Game 7, the heads of all the municipal police services in the region, including RCMP detachments, sat together in a room with VPD's Gold Commander. They were referred to as "Gold Command" but a better name might have been gold committee as, together, they were not a decision-making body but a body of collaborating decision-makers. Each was in charge of his or her resources and no one was in charge of the group. VPD's Gold Commander was in overall charge of the 'action' and police resources in the City of Vancouver regardless of their origin. But he was not in charge of

his colleagues or their forces until they entered Vancouver. Still, by all accounts, the commanders functioned well as a team and, when the riot broke out, rallied to Vancouver's aid with skill and will. There were issues, but cooperation was not one of them.

LIMITS OF INFORMAL COLLABORATION

Cooperation based on a code of honour or personal relationships, however admirable and valuable, should not be the sole basis of a crisis response. It was what they had, and they did well, but the response would likely have been better executed if it had been planned and practiced in advance. Although great progress has been made since 1994 there were problems with telecommunications and equipment, and different crowd control tactics required ad hoc decision-making by site commanders. For example, the VPD public order unit and RCMP tactical troop each performed well but they employ different tactics. We are told that they cannot work effectively as a single unit. Given that members of these units have to leave the scene in order to don their tactical equipment, the ability to form mixed VPD and RCMP units on the spot would offer commanders more options in fluid situations such as riots.

We note that though we refer to the "RCMP tactical troop", it includes members of certain municipal police services. Any police service wishing to participate can provide members and they will be trained and equipped as part of the troop. The VPD does not participate, probably because it has critical mass of its own and a different approach to crowd management. These are valid reasons, but in the wake of June 15, should now be reexamined. The police services of Metro Vancouver should explore and practice integration of crowd management techniques and tactics.

Despite this, we do not see a strong case for a single regional force *in the facts of the riot* (and therefore in our mandate) for the following reasons:

- » The VPD had the number of officers in place with the skills and equipment its threat assessment and plan called for;
- » This included RCMP tactical troop members and police from other municipalities for Games 6 and 7;
- » There was an RCMP tactical troop at the Live Site in Surrey capable of being deployed elsewhere in the region and, when the need arose, was sent to Vancouver;
- » All the heads or deputies of police services for municipalities were in Gold Command and cooperated very well;
- » Together, in response to the riot, they were able to more than double the total police strength in downtown Vancouver to 928 in two hours, including adding the additional tactical troop.

A few areas where it could be argued a single regional force might have performed better are:

- » The decision to place the RCMP tactical troop in Surrey instead of downtown Vancouver;
- » Uneven alcohol interdiction efforts at Skytrain stations outside the City; and
- » Consistency of tactics and technology and uneven communication.

Vancouver Silver Command ordered tactical equipment at 7:59 p.m. Police in Surrey confirmed there were no public order issues there at 8:15 p.m. and the troop reported it was en route to

Vancouver at 8:19 p.m. It seems likely to us that the Gold Commander of a single regional police service would not have put all tactical troops in one location. And, would not have removed them from an area without first checking to see if they were needed there. We think a regional force would have done just about the same thing as was done collaboratively.

The alcohol interdiction issue does demonstrate a weakness of relying solely on informal collaboration. The other municipalities were asked, and agreed, to support alcohol interdiction but it does not seem to have been carried out as a primary objective in every case – perhaps for understandable reasons. Without a firm regional plan the priority of a municipal police service is naturally its municipality.

OPERATIONAL INTEGRATION

Our technical review of police operations revealed several problems attributable to two and more police services trying to work together in a crisis. The problems say more about the nature of the crisis than the quality of the individuals. But they do say something about the need for more practice.

There were communications issues. Some were isolated to equipment problems and not systemic as was the case in 1994, but there were consequences. For example, not all emergency services eventually deployed in Vancouver that night are part of the E-Comm system and, some that are part of it, were not familiar with its full capabilities.

Other problems were communications issues not related to technology but of simply trying to manage large numbers of trained people from different organizations. While Gold Command worked very well, the Gold/Silver/Bronze command system was not well understood in some agencies. But there were problems even among Vancouver services. And some officers from outside the city did not arrive with the right equipment to go immediately into front line roles.

VPD and RCMP utilize different crowd management tactics.³⁷ That is not to say they cannot work together; they can and they did. But they do not combine their forces. Instead they divide up objectives and pursue them separately, and not always with a common understanding. Our technical reviewers noted:

While the objectives (of the units) are the same, the rules of engagement are different. This restricts the ways in which respective public order units can work together.

In the confusion of the post-game riot, members of the VPD ERT³⁸ and the south zone RCMP Tactical Troop ended up co-located; however, the RCMP South Commander did not have the authority to command the VPD officers and he was unaware of which VPD officer was fulfilling that role.

VPD ERT members acted in good faith to support the RCMP Tactical Troop in the southern zone; in fact, VPD members were very effective in providing an elevated use of force option to deal with several rioters threatening to throw Molotov cocktails.³⁹

The units from the two agencies were side-by-side, yet the chain of command was unclear.

However, where teams from different agencies had practiced together the results were good. The integration of paramedics from BC Ambulance into VPD's public safety units was judged a success by our technical team and the people we spoke with. It might, among other things, have saved the life of a stabbing victim during the riot and certainly gave immediate help to a VPD member who suffered a concussion and required 14 stitches when hit on the head by a projectile.

The "Deconfliction Unit" composed of experienced members of VPD, VFRS, and BC Ambulance Service reviewed calls for emergency service, identified duplicates, assigned the appropriate agency, and coordinated access. With so many people carrying a phone, this ability to make sense of multiple calls proved invaluable.

Stronger alcohol interdiction upstream of Vancouver could have had a significant impact on the night of Game 7. As a result of the Game 7 experience, specific resources were committed to upstream alcohol interdiction by local police services in support of Transit Police during the Celebration of Light, and TransLink reported to us, "Based on initial assessments, that the liquor interdiction plan worked quite well and the cooperation among the various (police) jurisdictions was excellent."

So Game 7 demonstrates the limits of informal collaboration, and the Celebration of Light demonstrates the capabilities when the need is clear and, as a result, specific plans are in place.

There is also this to be said. The choice is not between collaborative muddle and one mastermind. Modern organizations are based on what is sometimes referred to as "a cascade of coalitions". On the night of Game 7, even the Chief of a regional police service would have been working collaboratively with her or his leadership team to manage potential threats throughout the region. It would be wrong to assume a regional police service would have concentrated all its initial deployment in downtown Vancouver. And, in the absence of regional government, this same Chief would be answering to multiple municipal police boards chaired by mayors concerned about threats to their people.

FORMALIZATION

While we do not see a case for a single regional police force in the facts of June 15, those facts demonstrate the need to formalize regional emergency services collaboration and, more to the point, plan and practice it. The response of police services and individual officers who came to the aid of their colleagues was moving and admirable, and the problems that occurred with equipment and confusion cannot be allowed to detract from their overall success. But the problems could be reduced if there were plans for regional deployments of various sizes that had been well practiced. It is true a single regional police service would be more likely to develop and practice this than multiple services. However, this is no reason for the present group not to do it. The foundation is good communications, and the regional communications infrastructure is already in place at E-Comm.

FINDING

Three things are clear:

- » Police will rush to the aid of colleagues in need and improvise in order to work together;⁴⁰
- » Improvisation in a crisis is a poor substitute for a well practiced plan; and
- » Social media and an excellent regional transportation system enhance opportunities for individuals to create public order incidents in places and at times of their choosing.

RECOMMENDATIONS

- 7 The police⁴¹ and fire services across the region, together with BC Ambulance, E-Comm and Translink should together, and under the leadership of the Minister of Public Safety if necessary, develop a framework for mutual aid that can be adapted for regional events.**
- 8 The police and fire services across the region, together with BC Ambulance, E-Comm and Translink should conduct mutual aid training exercises to ensure that each organization understands their roles, and that the equipment they use is compatible.**
- 9 When an event is deemed to be a regional event, there should be a 'regional event public safety plan' and it should contain mutual aid elements.**
- 10 That the Minister of Public Safety and Solicitor General should develop a framework delineating authorities and cost allocation for policing regional events that defines which costs and authorities are municipal and which are provincial.**
- 11 Police services in the region should develop a Memoranda of Understanding (MOU) with respect to shared resourcing around security for regional events.**
- 12 The RCMP tactical troop and VPD public order unit should train together and develop common tactics they can use as a unit during joint operations.**
- 13 That all police services in BC continue to update their training and tactics in keeping with the latest research on crowd behaviour and crowd policing.**

This is not simply a matter of the rest of the region getting better at responding to trouble in the City; although that is where the majority of large gatherings do occur. There are other significant regional events such as the Canada Day celebrations hosted by the City of Surrey that had over 100,000 people in 2011. The Abbotsford International Air Show enjoys an average annual attendance of 125,000 over three days. The Cloverdale rodeo in Surrey had about 15,000 people over four days and the associated Country Fair drew 77,000 over the long weekend. The list goes on to include the Blues festival in Burnaby and so forth and the numbers will surely grow.⁴²

Regional public safety infrastructure

E-COMM

Vancouver may be the only city in North America where the fire, police, and ambulance are on one radio technology. This is all handled at E-Comm and the City rents space in the same building to house its Emergency Operations Centre (EOC). But it does not just serve Vancouver.

E-Comm is the emergency communications centre for Southwest British Columbia. It is located in Vancouver and operates the regional 9-1-1 call centre for Metro Vancouver, the Sunshine Coast Regional District, Whistler, Squamish and the Squamish-Lillooet Regional District (south). E-Comm's primary responsibilities are to maintain the wide-area radio system used throughout the Lower Mainland by police, fire and ambulance personnel, maintain a post-disaster facility, and provide dispatch service for 30 police and fire departments. E-Comm was established as a result of systemic communication problems identified in the wake of the 1994 riot in the Police Commission report. E-Comm became operational in 2001.

The emergency service radios have channels so each unit or operation can have a dedicated channel. E-Comm designates five of the channels as shared so the various services involved in an event or incident can talk directly to each other. They can assign more if required.

The radio system itself worked very well on the night of Game 7. The problems were with availability of radios, logging on, and "radio etiquette". These are discussed more fully in the Technical Report. But for the most part the problem is no longer equipment related. The problem is that there has been no practicing since the Olympics. As surprising as it seemed to us, these radios are complex. First responders are accustomed to their own channels and don't always know how to find other channels when they respond in another area. The advice we received from E-Comm personnel is that police need to practice using the radio channels they are not accustomed to using.

When the playoffs started the VPD asked E-Comm to add an extra dispatcher. That would be consistent with a regular event such as a concert or regular season hockey game. E-Comm thought the final round was a major event and had every seat in their 9-1-1 and dispatch centre filled.

E-Comm is invited to all City event planning meetings but not VPD's. It seemed to us the information flow from VPD to E-Comm during the playoffs could have been more regular, but we were told by E-Comm staff that when they called the VPD's DOC (Silver Command) they would answer right away.

On the day of Game 7, VPD did not have a complete set of login information ready to give to E-Comm. Instead it provided the information in batches. E-Comm was still logging in officers two hours after the game started. This is a significant problem because the plan contains information needed to log each police officer onto the system. There is a GPS in each radio and once an officer's name, rank PIN, status, call sign and radio number are recorded E-Comm's dispatchers know who and where the officers are. This is important for officer safety because there is a panic button on the radio. Even if the officer is not able to speak he or she can be identified and located when the panic button is pushed. The VPD also declined E-Comm's offer to send an employee to the police station to help with the logging process.

The signing on challenges occurred in every game.

This is almost certainly a sign of the short preparation timelines imposed by the playoff schedule. By contrast, E-Comm cited the very good inter-agency planning that goes on for the Celebration of Light each year and went on for the Olympics.

It is significant, however, that even though E-Comm had the foresight to call in all the extra staff they could accommodate they were frank in saying that they did not foresee a riot. There was no foreshadowing through 9-1-1 either in content or quantity. There were no calls that reported people were planning trouble. Following the riot, staff were asked when they first knew there was a riot. They responded it was when the first car was set on fire on Georgia St.

We cannot comment on its effectiveness as an organization, we simply have not assessed it. But, while E-COMM was not part of our review per se, we believe its capabilities are a significant regional asset that is underutilized by some municipalities.

There is an Integrated Partnership for Regional Emergency Management in Metro Vancouver.⁴³ Its focus appears to be preparedness for natural disasters, but some of its objects would translate well to public safety. Among other things it:

- » Assesses the state of regional emergency management systems and capabilities within Metro Vancouver;
- » Establishes benchmarks, recommendations and best practices for improvements to regional emergency management systems;
- » Develops harmonized emergency management concepts, platforms and priorities;
- » Facilitates communication between partners;
- » Systematically identifies and proposes options to resolve complex issues;
- » Defines regional priorities leading to solutions in the short and longer term;
- » Empowers partners to achieve success through cooperation, education and training; and
- » Shares best practices and experience with emergency management groups outside of the region.

We leave it to those directly concerned with police, fire, ambulance and transportation in the region to determine whether IPREM's mandate ought to be extended to include regional public order matters or whether a separate initiative ought to be organized. The position of the Ministry of Public Safety and Solicitor General, we are told, is that it supports police coordination and interoperability, but the impetus must come from the municipalities. We believe the Ministry of Public Safety and Solicitor General now has an opportunity to play a leadership role in this.

RECOMMENDATION

- 14 The Minister of Public Safety should, in consultation with the police and fire services of the Metro Vancouver region, BC Ambulance Service, E-Comm, and TransLink, determine the best means of enhancing and institutionalizing collaboration and interoperability throughout the region among those services.**
- 15 The process of bringing all police, fire, and ambulance and 911 services in Southwest British Columbia on to a single system should be completed.**

EOC

Vancouver's emergency operations centre is located in the E-Comm building, a state of the art post-disaster building. It consists of a large room with long tables for representatives of all relevant agencies.⁴⁴ The EOC was activated to only Level 1 for Game 7. The Deputy City Manager, who is responsible for emergency management was present, but it must be noted that Level 1 is for small events. The Mayor was at the game, the City Manager was out on the street in the crowd monitoring the event, as were the Chief Constable and his deputies.

As the game ended the Mayor was informed of disturbances breaking out. He went to the Canucks' offices to contact senior City officials by phone. Subsequently, the City Manager, accompanied by the City Engineer, joined him there. The Chief Constable stayed on the street and kept in contact with the Mayor and senior officials by cell phone.

Later in the evening, when the disturbance was being quelled, the Mayor, City Manager, and City Engineer drove to the EOC. The CEO of E-Comm came down to meet with them and only at that stage did the EOC reach Level 2 activation. The Chief Constable and his deputies arrived at about 2 a.m.

FINDING

The City Manager, Chief Constable, and the Deputy Fire Chief ought to have either been at the EOC or gone there as the situation began to deteriorate, probably sometime between 7:00 p.m. and 7:30 p.m. The Mayor was able to be in constant contact with his officials by phone but we believe he ought to have gone to the EOC as soon as he could reasonably leave the Arena. As it turned out, the police services were able to handle the situation in a relatively short (for a riot) period but no one could have known that at the outset.

Given that, there are two things that must be said:

- » The decision to share a trying situation with subordinates in a crisis can be good for morale (although it can also have a negative effect on the authority of incident commanders); and
- » The decision of leaders to observe a crisis first hand is admirable.

We don't criticize the spirit. In fact, we respect it. However, the key decision-makers need to be in face-to-face contact, not dependent on cell phones. This may be a hangover from an earlier time when the Office of Emergency Management was tucked away in the human resources division of the City. This was remedied about two years ago by the current City Manager and now it reports directly to the Deputy City Manager, which in our view is a sensible arrangement.

No harm was done by senior officials not immediately going to the EOC when the riot broke out. We comment on it here so it can be considered before the next crisis.

RECOMMENDATION

- 16 The City should establish a protocol requiring the attendance of senior officials at the EOC in accordance with the preparedness levels.**

During the riot there were 300 calls for fire, creating a backlog – something we were told never happens. A Deputy Fire Chief came up from the EOC and was able to use his professional judgment to assess and prioritize the calls.

E-Comm suggested that a VPD inspector be situated in the building to perform the same triage function when required. We believe the VPD should seriously consider it.

There are a series of recommendations in Appendix K (11 – 16) regarding command and control that we commend to the City of Vancouver for consideration.

Regional events

Given social ties, work patterns, social media and the capacity of the public transit system to move people throughout the Lower Mainland, large public gatherings are regional events regardless of the municipality in which they occur. There should be regional coordination in planning and overseeing these events, especially in respect of public order issues. Local measures that were effective in the past are no longer enough. We discuss the ease with which localized Liquor Store closure orders can be circumvented in the sections dealing with Alcohol and Translink.

Throughout this report we have used the term regional event and have made recommendations pertaining to regional events. However, there are questions which are beyond our mandate and timeframe. For example, who determines whether an event is regional and what criteria do they apply? What is the appropriate governance structure for regional event management?

RECOMMENDATION

- 17 We recommend that the municipalities, police and fire services of the Metro Vancouver region, BC Ambulance Service, E-Comm, and TransLink, with the support of the Minister of Public Safety and Solicitor General as required, develop a governance structure to support the implementation of the recommendations in this report regarding regional events.**

POLICE GOVERNANCE

There is a school of thought that the riot occurred because there were too few police officers on the street. There are two theories about why. In the first, the Chief didn't ask for enough, and in the second he did but the Mayor turned him down. We believe part of the reason for this belief is that by law the mayor is required to chair the municipal police board. We return to that issue later in this part. First we examine what happened.

Subsection 15 (1) of the Police Act⁴⁵ requires every municipality of more than 5,000 persons to provide a police force adequate to enforce laws and maintain order in the municipality. The Province is responsible for the provincial police force that, in British Columbia as in eight other provinces, is provided by the Royal Canadian Mounted Police pursuant to a contract. Some municipalities also utilize the services of the RCMP as subcontractors under the provincial agreement. Vancouver, of course, has its own police department.

Subsection 23 (1) of the Police Act authorizes the council of the municipality, subject to the Minister's approval, to provide policing and law enforcement by means of a municipal police department governed by a municipal police board. The board establishes the police department and appoints the Chief and members.⁴⁶ So the Constables, including the Chief Constable, are employees of the board, not the municipality.

The police board must consist of not more than five persons appointed by the Province, one person appointed by the municipal council who is not a municipal councilor, and the Mayor. Subsection 25 (1) requires that the Mayor be the chair of the municipal police board.

Accordingly, the Chief Constable of Vancouver reports to a municipal police board chaired by the Mayor of Vancouver.

A police board is, in most respects, a board of directors like any other with a clearly articulated mandate. The Vancouver municipal police board determines "the priorities, goals and objectives of the Vancouver municipal police department."

Police boards oversee people who exercise the state's coercive powers, and some aspects of policing require secrecy to be effective. Today much of it is highly specialized, so the board must be able to place a high level of trust in the Chief. For example, it would be appropriate for the police board to direct the Chief to give greater priority to enforcement of motor vehicle laws, but it would not be appropriate to tell the Chief where to put checkpoints or how to check for infractions.

The police board submits a provisional budget to the municipal council annually. Interestingly, if council does not approve an item in the budget, the provincial Director of Police Services, a senior official of the Ministry of Public Safety and Solicitor General designated by the Minister to superintend policing and law enforcement in the province, may "determine whether the item or amount should be included in the budget."⁴⁷ That is, a senior provincial official can require a municipality to allocate sufficient money for policing. It appears this power has never been formally exercised, but it exists as a means and a threat to ensure safe and adequate policing is maintained in each municipality.

Thus, control over the police force and its budget is distributed among the members of the police board, the municipal council, and a senior provincial official who is expert in law enforcement. There is no power for one person to direct the Chief of the police force in an operational matter.

On the other hand, obligating the Mayor to sit as chair of the police board can create an apprehension in the public mind that this is exactly what is happening. It is assumed the Mayor is in charge of the City and its police force.

An ad hoc committee of the British Columbia Association of Police Boards considered this requirement in the course of its review of the Act in 2008.⁴⁸ It stated:

Section 25 (1): Mayor as Chair: The opinion of Boards is divided. Boards who (sic) submitted opinions, highlight the potential for conflict of interest for a Mayor especially with respect to development and approval of the budget. Another aspect of conflict arises in instances where

a Mayor speaks out about community safety or policing as Mayor without consultation with the Police Board that may have a different point of view and opinion. The committee acknowledges that it is possible and acceptable for a Mayor to take a position as Chair of the Board based on Board direction and yet take a different position given additional or new information as Mayor of the municipality. The Mayors who presently serve as Police Board Chairs accept the potential conflict and are of the opinion that effective communication is key.

The committee recommended the “issue of conflict be studied further by the Police Services Division and that the opinions of Chief Constables be sought.”

There are advantages to having the Mayor chair the police board in every municipality. The Mayor is first among equals on municipal council, the police board’s source of funding. The Mayor is likely to be a good communicator, in a large city at least, and has a staff, including communications staff, so he or she can advocate effectively for the police. In smaller communities the Mayor may be a community leader in his or her own right. Policing costs represent a significant part of every municipal budget so it is important for the Mayor to have a good understanding of where and how the money is spent.

Against this are two key negatives: the conflict the Association of Police Boards describes and the perception that the Chief works for and is under the sole direction of the Mayor. This perception can be very damaging to confidence in the administration of justice, which is not only serious but a pity because B.C.’s system of having the majority of police board members is, in our view, superior to the practice of allowing municipal councils to appoint the majority. In B.C. the chief reports to a board the majority of which is not beholden to the municipal administration.

There is also the possibility of real harm if the rest of the members on the board aren’t strong. As police board chair, a Mayor who wishes to influence operations has a good platform to at least try to do so. The office of Mayor is the leading position in municipal government and has influence beyond its legal authority. Given the careful distribution of power that goes on in the justice system this could be a problem. On the other hand, fear of being accused of interfering in the management of the police force by the chair of the police board could cause a mayor to be reluctant to play a legitimate challenge role in policing and public safety. In respect of the Stanley Cup playoffs, the mayor as chair of the board explained that he satisfied himself that police planning was in hand and that the resources deployed would be comparable to or higher than at the gold medal game.

The Mayor’s responsibilities could be better exercised if he or she was dealing with the police board and not directly with the Chief as chair of the police board. We asked the Mayor to comment directly on the perception of conflict in this role. To his credit he said that the requirement to be chair of the police board is not good governance. This is significant albeit the Police Chief Constable and a former Chief thought the arrangement worked well in practice. However, what the public thinks is, we feel, paramount.

RECOMMENDATION

- 18 We recommend that the Minister of Public Safety and Solicitor General review the requirement that the mayor of a municipality must serve as chair of its police board.**

3. Alcohol

Alcohol on the night of Game 7

OVERVIEW

Many thousands who attended the Game 7 celebrations during the late afternoon and evening of June 15 were intoxicated. Whether you look at data for alcohol sales or listen, as we have done, to scores of individuals who saw the action from every angle, there is no question that alcohol was a major factor which, in combination with other elements, ignited the riot.

The deteriorating and tense behaviour that began early in the day was fueled by alcohol: underage drinking, bingeing, bootlegging outside liquor outlets, garbage cans filled to overflowing with empty bottles and cans, empty hard-liquor bottles strewn on streets and in back alleys, all kinds of tricks to bring alcohol illicitly onto trains and past inspection points into the Live Site celebration area. That was only the beginning. Post-game, once the evening's mayhem was underway, booze lent a frightening momentum.

It should be no surprise that in practically every interview we conducted with official sources, as well as in the submissions we received from private individuals and groups, alcohol was a dominant theme. What the review has been asked to examine is the availability of alcohol at public events and the contribution this made to the events that unfolded. That is the focus of this section.

If alcohol consumption could have been controlled at moderate levels, we believe there may not have been a riot.

The long shadow of the 1994 Stanley Cup riot falls on this issue as it does on so many other aspects of this review. Nearly a third of the 32 recommendations resulting from the police commission inquiry that year related to alcohol – its distribution, its consumption, its effects on human behaviour, and the policing response.⁴⁹ As shown earlier in this report, the 1994 recommendations were, for the most part, accepted and adopted by the agencies to which they were directed.

How influential were those 10 alcohol-related recommendations in the events of 17 years later? And why did we have such sorry chaos on June 15 in what seemed to many like history repeating itself?

1994 B.C. POLICE COMMISSION ALCOHOL RECOMMENDATIONS

The starting point in addressing the recurrence question is to understand the facts. Below are the 1994 B.C. Police Commission recommendations stemming from alcohol issues, each with a comment reflecting our observations about how the matter played out in practice on June 15, 2011.

- A.** That at all major spectator sporting events, including those viewed on a wide-screen television, security personnel be required to check patrons for possession of alcohol when entering the stadium or viewing theatre.

Riot Review 2011 comment: This is currently done for events at stadiums such as Rogers Arena. Attempts were made initially to screen for alcohol possession at the event Live

Site but this eventually fell apart when the fence around the area had to come down for safety reasons and the site had no secure perimeter.

- B. That at all major spectator sporting events, including those viewed on a wide-screen television, the sponsor be required to provide an adequate police presence at its expense.

Riot Review 2011 comment: This is currently in place. As the sponsor of the official event at Rogers Arena, the Canucks organization was responsible for the costs of policing at and around this venue. The host of the Live Sites was the City of Vancouver. There were no limitations placed on the event by the City in respect to the numbers of police officers the City was prepared to pay for. This includes both the police presence within the Live Site venues and the surrounding public realm. The VPD showed up with the resources they felt they needed and secured additional support in the region as required and as requested.

- C. That at all major spectator sporting events, including those viewed on a wide-screen television, security guards and police remove alcohol from those people who are openly drinking in the stands.

Riot Review 2011 comment: Security guards and police officers were deployed to the Live Sites to ensure public safety measures were in place, including removing alcohol. Police officers also removed open alcohol from persons outside the Live Sites. Given the numbers of people that showed up—many of whom were inebriated long before arriving downtown—these measures proved difficult to carry out during Game 7. We can see now the sheer magnitude of the challenge of controlling the amount of alcohol at a large public event if the strategy and tactics employed to curtail open drinking are not put into effect across the event’s entire operating theatre. The 1994 recommendation did not likely contemplate crowds of over 150,000. What the police and other officials need is a well-thought-out, disciplined regional liquor interdiction strategy that will allow them to reduce opportunities to acquire liquor on an event day. Without it, given the region’s exponential growth in crowd-formation potential seen on June 15, they face impossible enforcement odds.

- D. That appropriate measures be taken by police and security personnel on duty, as well as by representatives from the Liquor Control and Licensing Branch, to ensure that Section 45 of the *Liquor Control and Licensing Act* (not permitting a person to become intoxicated) is enforced at major spectator sporting events where alcohol is available for purchase.

Riot Review 2011 comment: LCLB inspectors attended Rogers Arena during all playoff games to monitor security checks and compliance with liquor legislation and license conditions and did not observe any concerns. There is strong evidence that the problem with alcohol on the night of June 15 was public consumption—not licensed venues. VPD and liquor inspectors both reported there were no infractions in licensed premises.

- E. That consideration be given by the police services of the municipalities surrounding Vancouver to undertaking spot checks of vehicles coming into Vancouver during major special events and celebrations in the City of Vancouver.

Riot Review 2011 comment: We heard of some roadside spot checks conducted June 15. However, private vehicle transportation to major events is much less relevant than in 1994. Since then the Millennium and Canada lines have helped to double total transit capacity. The vast majority attended the June 15 event via public transport. Police could barely keep up with the scene at transit stations, so it was defensible not to allocate resources to widespread road checks.

- F. That when government liquor outlets are asked to close early, consideration be given by the Liquor Control and Licensing Branch to making similar arrangements for beer and wine stores and off-premises sales in licensed establishments.

Riot Review 2011 comment: On June 15, both public and private liquor stores in the event area closed early. Even so, sales data show a tremendous amount of alcohol was purchased. It was purchased in the event area prior to the early closure of downtown stores at 4 p.m. and it was bought outside the event area and carried downtown where it was smuggled into the Live Site (prior to the fences coming down rendering covert measures unnecessary). So while this recommendation was indeed enacted, it needed a wider radius of enforcement to have a serious impact.

- G. That on evenings of major sporting events in the areas where overconsumption in licensed premises can be anticipated, the Liquor Control and Licensing Branch should ensure strict monitoring by representatives of the Liquor Control and Licensing Branch of licensed premises. When violations are discovered, the Branch should penalize violators to the full extent of the law.

Riot Review 2011 comment: The problem was clearly outside – public consumption and wide distribution and sharing of liquor. Inside, it seems that the environment in licensed establishments was fairly normal and cooperative. During the riot, citizens dodging the chaos found shelter in some of them. Contrary to some accounts we have heard, inspectors did in fact check on licensed establishments and reported no infractions. That said, monitoring of pubs and lounges was a good idea and it worked. It is important and should continue.

- H. That on evenings of major sporting events, in the areas where overconsumption in licensed premises can be anticipated, the Liquor Control and Licensing Branch should consider the use of Section 24(1) of the *Liquor Control and Licensing Act* to attach special conditions to the liquor licenses of drinking establishments in the areas.

Riot Review 2011 comment: It is unclear whether the current regulations or enforcement strategy include anything substantial arising from this recommendation, but in any event there is reliable evidence that these establishments were by and large conducting themselves responsibly.

That BC Transit insure it has sufficient security staff, including Special Provincial Constables, on duty on evenings of major spectator sporting events to adequately enforce provincial legislation and SkyTrain policies related to the use of alcohol on the system.

Riot Review 2011 comment: The South Coast BC Transportation Authority Police Service (the transit police) had 60 officers deployed on the night of June 15. We were told that this was the maximum number of transit police that can be deployed at any one time. Yet these personnel were too drastically outnumbered to be effective at liquor interdiction. TransLink⁵⁰ strongly endorses liquor interdiction but because all trains were packed, on-board enforcement of liquor laws was impossible. The resources for a full and comprehensive clampdown do not currently exist inside TransLink. Clearly, there was a deficiency across the system in respect to enforcement of the recommendation. Elsewhere in this report we recommend special event rules including no alcohol on public transit and special enforcement powers.

- I. That consideration be given by municipal police in the jurisdiction of major SkyTrain stations to have a visible presence on evenings of major spectator sporting events where the abuse of alcohol is anticipated.

Riot Review 2011 comment: Municipal police were asked to and did provide some coverage, but the extent and consistency is unclear. In part this is because resources were so badly needed elsewhere, this recommendation was, on that night, rendered almost irrelevant. The scale of the policing challenge across the region was enormous. Police in one municipality naturally give priority to the threat in their jurisdiction over an unspecific potential threat in another. Once the riot started in Vancouver, police cooperation across the region was exemplary. It is also worth noting that, since the riot, both the Vancouver Police Department and the transit police have noted improved cooperation from neighbouring jurisdictions with liquor interdiction around transit access points during large events such as the Celebration of Light.

ALCOHOL USE AND MISUSE

Before turning to a more detailed consideration of what occurred that evening in terms of behaviour influenced by alcohol, and what may be the best ways to mitigate this happening again, it is worth considering more generally some information that we were provided regarding alcohol use and misuse, as well as specific data on alcohol sales and hospital visits on the evening of the riot.

The sales data recorded in liquor stores showed a substantial increase in alcohol purchases on the day of the riot compared to the same day of week in the previous year. Sales at liquor stores around the entire Vancouver region were up by 68 per cent, with the pattern of increases being most noticeable in downtown stores (sales doubled) and those near SkyTrain stations.

Alcohol misuse is a major issue in Canada, with direct and indirect costs estimated at around \$14.6 billion annually.⁵¹ Overall, the per capita alcohol consumption in British Columbia has been estimated at around 9 per cent higher than the national average. Further, per capita consumption of alcohol has increased substantially in BC since 2002, at a greater rate than

the rest of Canada, and some indicators of health and social harms are showing potentially worsening trends. According to information provided to the review, what is of even greater concern than an increase in overall consumption, is the shift towards more risky drinking, particularly among young people.

Binge drinking, as occurred on the night of the riot, is of particular concern. Research provided to the Review shows that heavy, single-occasion and episodic binge drinking produces far greater and wider-reaching impacts on the health, safety and well-being of individuals and communities than chronic alcoholism. Although young people consume alcohol less frequently than adults, they tend to engage more in binge drinking. The rate of hazardous binge drinking for youth is twice that of adults.

It is worth noting that:

“Alcohol-related problems in our society are more than a matter of personal responsibility. An individual’s choices about alcohol – including when, where and how to drink – are strongly influenced by social and environmental factors in their community and the society at large.” ⁵²

ALCOHOL AT LARGE PUBLIC EVENTS

St. Paul’s hospital in downtown Vancouver reported alcohol consumption as responsible for a major percentage of patients treated the night of the riot. According to their data, a total of 144 patients were seen that evening and of these, 114 or 80 per cent were due to riot-related problems (including tear gas exposure). Of the riot-related cases, up to 70 per cent of patients had evidence of alcohol consumption or intoxication in addition to their other injuries.

Some may look to this report for moral lessons about alcohol abuse. Our mandate is alcohol moderation at large-scale public events in the Metro Vancouver region.

The night of June 15, downtown Vancouver turned into a drunken street party. Without a real effort to reduce the supply of alcohol, those who wished to openly drink, and become intoxicated, used all covert means possible to find a supply. We have been told bars had record food sales but alcohol sales were about normal.

Alcohol juiced up the whole event, seeming to transform the behaviour not just of riot instigators but the many others who joined in or simply milled about. The Live Site party was to be a genuine celebration. The families and children for whom it was tailored came hoping for a joyful celebration of a historic Canucks victory. Sadly, the event was ambushed, stolen from those it was intended to engage.

The families had to leave and others were scared off. What was left behind was a crowd of party crashers – 18-to-25 year olds, mostly male, a huge number of them intoxicated — whose twisted bravado turned a historic night into a nightmare experience.

High numbers of the drunken revelers traveled to the city from other municipalities, a fact signaled by VPD estimates that 80 per cent of pour-outs involved non-Vancouver residents. This points to the need for regional event-planning cooperation in future. As we consider a broad range of remedies, especially in regard to alcohol consumption, we must also apply them more broadly across the whole region.

Even with added policing resources and volunteers and harder event venue perimeters, the mood of these events will likely be altered every time by excessive alcohol consumption. The significant difference this time was in the sheer scale of the crowd.

THE OLYMPIC EXAMPLE

Over the weeks since the June 15 riot, there have been numerous references to the memorable Live Sites of the 2010 Olympic Games. Suggestions such as: “If we could perform so well then, why not now?” While it is true that the Games had years of planning and elaborate financial plans behind them, and can’t be compared to the unpredictable team advances of the NHL playoffs. There are some common features. Consider these characteristics of the Olympics:

- » During the Games, huge crowds took to the streets by day and night, with heavy drinking and revelry on a scale never seen before in Vancouver.
- » Olympic organizers developed a keen discipline for event management and practiced it hard.
- » They worked alongside and with police services and multiple partners to get ready for any and all eventualities.
- » Organizers practiced disaster scenarios so they could deliver against any circumstances.
- » The public’s desire for success added remarkable momentum to official efforts.

Yes, the crowd profile on June 15 was different. In 2010 the plans and tactics for the Games were firmly buttoned down and nothing at all was left to chance; deliberate disruptions were countered by citizens who believed it was not cool to sabotage the event. But in truth, it was exhaustive practice, a team effort and good grounding that set the stage for Games success. Over time – many years – a calm confidence evolved and all concerned executed their roles in a synchronized, collaborative way. These qualities can be created using resources that mostly exist in some form today, as will be shown in this report’s final section that contains a blueprint for future event planning.

A PLAN OF ACTION

Remove or reduce booze in the June 2011 scenario, and it is likely the planned outcome of a family-safe celebration would have been realized. We have to conclude that for the safety of drinkers as well as non-drinkers, authorities need to be given the broad capacity to impose temporary, made-to-measure conditions and regulations that can be enforced cooperatively.

Easy opportunities to circumvent the rules must be closed off, and the harder ones made more difficult still. Part of the problem is we may have become more accustomed to the sight of public drinking, even though it is still against the law. Pour-outs are seen as polite and more tolerant, and they allow the police to come into contact with large numbers of people. However, they also seem to be taken less seriously and as a result may do little to cause a person to think twice about drinking in public.

A hefty fine on the spot might make for a good deterrent, and be a more fitting response to what seems like a deliberate “catch me if you can” attitude. The downside is that ticketing takes officers off line for a while resulting in fewer pour-outs. On balance, we think the impact of handing out a \$230 souvenir in the form of a ticket is more likely to change behaviour in future and we endorse the practice.⁵³

At the top of the list of facts pointing at the problem is that the sale of alcohol from stores operated by the British Columbia Liquor Distribution Branch on June 15 was extremely high: 68 per cent higher than for the same Wednesday the previous June. The six downtown stores recorded even higher sales – 98 per cent more than in 2010.⁵⁴ As for data from the 13 private outlets downtown, year-to-year comparisons for June 2010 and June 2011 show purchases were 26 per cent higher this year. May 2011 was 11 per cent above last year. This is despite the fact that all the private and public downtown stores closed at 4 p.m. on the 15th.

A WAY FORWARD

Three key assumptions underpin this discussion:

- » That there will be a demand for large-scale events in future that civic officials will feel obliged to meet;
- » That reasonable amendments to current policies must be taken so that police, attendees and event organizers are not placed in the way of harm by a heavily intoxicated mob; and
- » That the public should not be unreasonably burdened by the added cost to police and secure venues that have been made so much more vulnerable by the behaviour of heavily intoxicated individuals and crowds.

In addition to controlling the alcohol supply, long-term programs to educate and encourage moderation should be aimed at the riot demographic.

Broad measures include:

- » a different event profile and strategy;
- » liquor interdiction on trains and roads;
- » a harder perimeter for the venue to enable better screening;
- » volunteers in key support roles;
- » special regional event liquor controls and practices;
- » tougher penalties;
- » advance support from the media; and
- » the effective use of social media to help manage crowd behaviour.

The other recommendations of this review that do not directly relate to alcohol will help lead to better outcomes. Even so, the truth is that alcohol consumption must be controlled at this type of regional event. Otherwise, the ugliness is at risk of recurring.

RECOMMENDATIONS

The alcohol-related recommendations of the 1994 B.C. Police Commission Report remain durable guideposts for the agencies of government. We endorse them and propose the following additional measures based on the 2011 experience.

The authority to order the closure of liquor outlets creates an inconvenience for responsible customers but is generally accepted as necessary on certain occasions in order to avoid “riotous behavior.” There is an understandable reluctance to close outlets in multiple areas simply because of an event being held in one. However, modern regional transportation systems allow closure

orders in one municipality to be easily circumvented. This is particularly so in an area, such as the Metro Vancouver region, with an efficient mass-transit system. We believe there should be legislative authority to prohibit alcohol on public transit systems when circumstances warrant it. The power would be used sparingly – for events likely to draw large numbers of people across municipal boundaries, for example – as it may encourage transportation of alcohol in private vehicles and possibly result in an increase in impaired driving. Therefore, a designation of a liquor-free occasion on public transit should be undertaken in conjunction with a well-publicized impaired-driving enforcement campaign.

- 19 TransLink should lead a process for the development of best practices for alcoholic beverage interdiction on and around its system. The process should include police services in the region and a senior representative of the Liquor Control and Licensing Branch. These practices should include provisions for collaboration between Transit Police, local police services, private security, and carefully selected and trained volunteers, to ensure ample coverage.**
- 20 The Minister of Public Safety should in consultation with municipal leaders, consider legislative authority to prohibit alcoholic beverages on public transit systems, including regional transit systems, on specified occasions or circumstances where it is necessary to give effect to an outlet closure order.**
- 21 The Minister of Public Safety should examine whether additional powers of search and seizure are required in order to properly implement recommendations 19 and 20.**
- 22 That the practice of alcohol pour-outs continue but that the police make greater use of ticketing for offenders; that appropriate fines be attached to these offences as a deterrent to the behaviour; and that a publicity campaign announce stepped-up enforcement where warranted for a specific type of event.**
- 23 That the powers of the General Manager of the Liquor Control and Licensing Branch be reviewed to consider additional powers to dampen the sale and distribution of alcohol for regional events. This review should include enhancement of existing powers and new measures including closures, restricted hours of operation, limits to alcohol purchases and serving sizes, age restrictions, wider inspections of licensed establishments, and measures known to be effective in other jurisdictions.**
- 24 That the Government of British Columbia step up public education programs that bring a greater profile to the dangers of alcohol abuse, binge drinking, underage drinking and public intoxication, and initiatives intended to promote moderate and responsible drinking as well as alcohol related crime prevention.**
- 25 Excessive drinking should be portrayed among young people the way anti- smoking programs were instituted.**
- 26 Moderating and health promotion messaging should be stepped up in the days and weeks prior to a major youth oriented event, particularly targeting youth and their parents, advising of the legal consequences of either transporting alcohol on public**

transit or being found intoxicated in public. And if the event is related to a sporting event such as hockey or football, encourage the host team or league to participate in the health promotion messaging.

- 27 That the British Columbia government examine the adequacy of existing penalties involving alcohol at public events.
- 28 Alcohol moderation and the problems of public intoxication and underage alcohol abuse should be a priority message for mainstream public-service time, particularly with regard to youth oriented events.

4. A Framework for the Future

When the city becomes a stadium

Vancouver is a city with a sterling reputation for hosting events. The 2010 Olympic and Paralympic games are top of mind today, but the fact is that Vancouver's impressive hosting credentials reach back over decades. Think of the Empire Games and the "Miracle Mile" of the 1950s, Expo 86, numerous Grey Cups, World Championships, World Cups, runs, races and myriad festivals, parades, and other events that have left an indelible mark for precise organization and joyous celebration. These successes have contributed in no small way to Vancouver's reputation as one of the world's most liveable cities.

Events can bring many great rewards for a community including global recognition, sustained tourism, a strong sense of community, infrastructure improvements and economic growth. They can also bring hardship when things go wrong. All the more reason that careful consideration is given to choosing the events the city should compete for and host. Some events, however, become yours by default. And some events can appear to almost happen on their own but must nevertheless be managed.

Of the four specific objectives in the mandate of this review effort, three are focused on how it came to be that a riot occurred on June 15, 2011. This section addresses the fourth point and is one that we came to think of as the legacy piece: A guide for future event planners and decision makers.

The fourth element of the mandate asks for the following from the Review:

Looking forward, a framework for how the City of Vancouver and the VPD work with the appropriate partners to optimize the safe, inclusive and enjoyable participation of our public in celebrations in the public spaces for which our City is world-renowned.

The directive concludes with a clearly articulated aspiration:

The review will be based on the assumption that Vancouver will continue to be a city that wants to continue to experience the full use of our vibrant public spaces to celebrate safely and responsibly.

Speaking directly to this mandate, the Review recommends that the city develop its own planning manual or template that can be populated to suit changing requirements. We provide a framework for this and it is attached to this report as Appendix L. It was developed as part of this review by Victoria based IPS Consulting, a firm with over 25 years of Olympic and other global event management experience and has intimate knowledge of Vancouver's planning landscape. Their expertise is on par with the best event planners in the world. The focus of their framework is to present best practices rather than a commentary on the planning that took place leading up to the Stanley Cup playoffs.

The following discussion provides the Review chairs' context for the IPS report.

ASSESSMENT OF CURRENT PRACTICES

Events require resources, testing and teamwork. Any number of factors can cause an event to be tripped up. Therefore events, especially large scale events, need to be evaluated against all known risks. These risks might include weather, finances, adequate human resources, transport issues, poor attendance or over attendance, utility failure, alcohol, security, criminal behaviour, complacency and more.

Event organizers can easily underestimate or overlook one element of delivery and as a result trigger a broad crisis. The science is imperfect. Organizers of the Salt Lake City Olympics, for example, seemed to underestimate the airport challenges that can happen at the end of the Olympics as tens of thousands of visitors and athletes head for home exhausted. Lineups there in 2002 were in some cases 10 hours long on the day after the Games closing ceremonies. Such an issue or planning detail can be easy to miss. As an added illustration Vancouver's Olympic Organizers relied on well-documented weather patterns and data that went back for decades for its planning, but the committee still faced a stunning, unforeseeable weather issue just before the Games began – a unique occurrence. Even with the best planning there can be misses – therefore the goal must be to lower the risks and miss less. Good organizers become seasoned at predicting, managing and dealing with the unexpected.

We conclude that the community events surrounding the Stanley Cup Finals in 2011 fell to the City of Vancouver to organize almost by default. Someone had to do it. Tens of thousands of citizens, delirious with anticipation of success, were streaming into the city each night to watch the games and to celebrate openly, so an effort clearly became needed to properly manage the downtown. While there was some form to these nightly occasions they became more structured in response to bigger crowds.

There was a feeling, one we heard repeated in interviews, that given our celebratory Olympic successes, we may have been complacent and consequently underestimated how difficult it would be to manage these massive crowds. The overconfidence can perhaps be forgiven given the city's Olympic reputation; however, it carried pricey and embarrassing consequences.

Major event management is not a primary area of concentration for the City of Vancouver. It facilitates and regulates events that take place within city boundaries. The CoV has broad internal resources and well-documented statutory responsibilities. It is true that not every event requires the full resources of a municipality to succeed but each one requires discipline and planning. The CoV's Engineering department is where many events have typically landed and event management is not their day job. As a result, because the CoV is not equipped or resourced to properly organize and manage large events, it typically relies on others to help it achieve success.

CoV leaders, trying to do a good thing, saw at one level an opportunity to relive the 2010 Olympic experience and the June 15 pre-event build up and commentary was, not surprisingly, consistent with this. At another level, city organizers were nervous and reluctant and in hindsight may have just opted out of becoming the organizer, leaving it to police to manage the crowd that showed up. The prevailing early discussion around the event was largely very positive and optimistic, almost a facsimile to that of the Olympic gold medal day.

REFLECTIONS ON THE STADIUM EFFECT OF JUNE 15

Looking back, we believe the CoV may have tried to do the impossible on June 15, but again for all the right reasons. In effect, the city's downtown core was "The Stadium" that night – even though it lacked the complete complement of facilities and services an event stadium must have to ensure an enjoyable and safe experience. For example, the Live Site may have appeared on the surface to be a good idea, but with a fairly soft perimeter and determined masses gathering outside trying to get it in, it was just a matter of time before the perimeter would be breached, which it was, and the area became overwhelmed.

Crowds poured into downtown most of the day at a rate of up to 500 every 60-90 seconds from trains alone, effectively filling "the stadium" beyond capacity. Huge numbers of people took the day off from work, a unique factor compared to the previous six games. History was unfolding and almost everyone wanted to be part of it. The pressure was continuous from mid morning and the added presence of alcohol was profound. Restaurants and licensed premises were full, so crowds simply grew and logically gathered where the action was, which was at or near the Live Site.

It is, perhaps, too easy and unfair to harshly second guess organizers for what was a noble initiative that many would say would have happened in some form with or without any organization. Too many people decided to come downtown. The crowd, we conclude, was just too big.

Notwithstanding the things that might have been done differently, we believe all involved did their best to manage the hand they were dealt. When planning began in mid May, it would have taken a blazingly precise clairvoyant to accurately predict the crowds that night, far and away the largest seen for the playoffs, and many tens of thousands beyond expectations. Organizers also expected a different and smaller crowd profile than the one that showed up so the demographic was more complicated to manage (largely 18-25 year old males). The police did, however, plan for contingencies and had a resource strategy in place if more officers were needed, which they eventually were.

But policing is only one aspect of staging a safe and successful event and it should be treated as such. Policing an event of this magnitude properly requires that all aspects of the event have been evaluated and planned for – plans the police should always be involved in developing. We must keep in mind that the crowd on the night of June 15th plus those seated in restaurants, clubs, pubs and lounges was closing in on 200,000. Police, even with every available officer on duty, cannot be expected to easily manage when the broader conditions for success are clearly not in place. Against very compelling odds it is worth noting again that the riot was quelled in about three hours.

There has been quite a discussion about what might have been and what could have been done that would have changed the outcome. A ticketed Live Site, perhaps? Divide the crowd into smaller crowds and spread the masses out? Would a chorus of trained volunteers in key roles have made a difference? Programs and entertainment to engage the crowd beyond just the hockey game? A celebrity host at the Live Site, such as a well-known Canucks alumnus? A hard and secure perimeter for the Live Site? A more sophisticated communications plan including strategic use of social media? How about full-on liquor interdiction and more same day control of alcohol sales across the region? It is easy to be a Monday morning quarterback.

It has also been suggested to us that, win or lose, we would have had a riot – a conclusion that we think is far too convenient to draw and for which we have no credible evidence.

Had Vancouver *won* the Stanley Cup there may still have been some riotous instigators rampaging in the downtown causing mayhem; but there is also the possibility that a happier crowd would have acted as a forceful natural deterrent for the criminality that took place.

It is easy but somewhat fruitless to look back and point at the might-haves and should-haves because we can never know. But if we were to start again, and there will be a next time, what might make a real difference? We believe that for events of this scope the best approach is a commitment to early, detailed planning for every eventuality but to above all plan for the worst. This was a key element in Olympic preparations.

Planning expertise for major events takes time to develop and requires testing and training. Good planning requires leadership, a collaborative spirit, teamwork and a good understanding of major event dynamics. The great events of the world that we see on television year in and out benefit from long experience and a continuous commitment to learning. The recent Canadian Open at Shaughnessy Golf Club in Vancouver benefitted from years of proven strategy by the PGA and the execution of a thoroughly detailed plan on the site of the event. Add in volunteers at every post, a highly detailed, virtually impenetrable site plan, meticulous timing and enough resources, plus appropriate contingencies, and the event takes on an almost flawless look which this one did. However when it looks effortless it can be mistaken for easy. The truth is effortless comes from practice, discipline and effort.

It is clear that the sponsors of this review wish for success. They aspire for events that throw a bright light on the city and region and allow citizens to “live” rather than just reside. Events can bring a community to life and show the best a city has to offer, and while an outright triumph is never guaranteed we believe it is possible to greatly reduce the potential for failure.

When the CoV finds itself in the role of organizer, willingly or not, it should have a dynamic planning instrument at its fingertips to help ensure the elements needed for success are in place, and that the role for each of its partners is clearly defined. The CoV has the executive credentials to lead and deliver but not the advantage of a pliable planning tool. The kind of tool that can expand and contract based on the scope of the event it hopes to execute. Because many CoV officials have considerable big-event experience, having played key roles in delivering the Olympic Games, building a unique planning tool should not present itself as an overly onerous challenge. Many of its partners are just as well equipped to contribute.

As the city and its partners like the VPD, TransLink, the province, E-Comm and various health and emergency services agencies work cooperatively to refine their major event-planning methodology, they should conduct table-top exercises and make practice and simulation a regular feature of their approach.

CoV might also engage specialized outside professional expertise to assist with this work which should serve its own needs well but also assist in its work with third parties who may have responsibility for staging major events in the city in the future.

As we now know, the cost to plan and execute these regional events properly is considerable. It seems unreasonable that these costs should fall on one set of shoulders when the benefits are

so clearly widespread and the costs are driven by so many factors. If the recommendations that follow are adapted it means there must be a commitment to a different kind of preparation. The cost of this needs to be a discussion between all involved.

RECOMMENDATIONS

- 29 That the CoV accept and adapt the attached IPS planning framework document and commit to developing a new planning tool with its partners to assist with the timely coordination and delivery of events of a regional nature that it may have to deliver in the future. (For example, Grey Cup 2011, Stanley Cup 2012, etc).**
- 30 That the CoV form its own 'Major Event Planning Team' and draw on the considerable skills and abilities of individuals from within its own family to participate such as the PNE, Parks Board, Engineering and others, and that all key agencies provide resources and personnel to this process.**
- 31 That the COV in concert with its partners take steps to acquire improved temporary facilities such as fencing, staging, screen, sound and light technology and other amenities to help ensure a better experience for all who attend future region wide celebratory events in the Vancouver downtown.**
- 32 That given the stated desire to stage wonderful, safe events that the CoV and partner agencies commit to further education and experiences for key organizers so that we can take advantage of best practices that are currently being followed in other jurisdictions at home and abroad.**

The volunteer factor

Most, if not all, events staged across Canada rely, at some level, on volunteers for their delivery and sustenance. Some nations have little or no volunteer culture, but here volunteers have played a key role in building the country. Supporting events is one thing, but volunteers gather as well in times of crisis when the very best expression of the human spirit is required. Floods, fires, tornadoes, hurricanes, indeed almost any kind of calamity will bring people together in Canada, to unite, to solve, to make safe, protect and to rescue. Canadians are drawn to look out for one another. It's our way. In short, we have a giving spirit and most if not all of us make a volunteer contribution at some level.

From the early hours of the morning of June 16, countless citizens from all over the region poured into downtown Vancouver armed with shovels, mops, brushes, and cleaning supplies to take direct aim at those who rampaged and mindlessly destroyed property the night before.

The touching, heroic cleanup made global headlines just as the thugs by contrast had the night before. Volunteers went to the front lines and reclaimed the city for all of us. Just as fast, off they went almost anonymous, rewarded in full by the knowledge that they had given of themselves when their community was in trouble.

The aftermath of Game 7 is but one reminder of how willing volunteers are to contribute to the success of major events in the region. Putting the kind of energy into the planning and staging

of the Game 7 live event that went into the spontaneous clean-up would have resulted in greatly improved chances for a different outcome.

This segment of the Review report looks for lessons in volunteer participation that address the last of our four main objectives: development of a framework for safe, inclusive, enjoyable public celebrations in the future.

AN EVENT STADIUM WITHOUT CONTROLS

On June 15 Vancouver became, in effect, an event stadium – one without all the luxuries and controls a real stadium provides. Looking back, we can see there were many moving parts and a broad range of players, organizers and participants. Planning challenges were confronted that were in many cases unprecedented. No event in our city's history has ever played out quite like this one. So many factors distinguish it.

Every event has its limits and challenges. Most have budget issues – simply not enough money, which usually means available resources have to be rationed or compromised. There are clear limits when it comes to the ability of local and regional governments to fund events. Event planners generally are used to this and typically make great efforts to find sponsorship support or offset operations costs in creative ways. Even with the best of intentions and very good planning, events come up short and have to make do – or cancel.

The event that took place June 15 was not unique in these ways. “Normal” would be a more accurate description. Almost every entity involved with delivery of the June 15 event was resource-stretched. Collectively, the partners took on herculean tasks and faced compelling odds.

Size and large attendance numbers tend to be worn as badges of honour by major event organizers, but for this event the reverse was true. Its outsized proportions made it too big, or, if not too big, then certainly lacking in the available resources to be delivered safely.

The way to bridge this gap is not to discourage big public events that are likely to be too resource-intensive for budgets. What should be developed is a way to recruit and deploy well-trained, strategically assigned, easily identified volunteers in sufficient numbers and roles.

WE HAVE WHAT IT TAKES...

The 2010 Olympic and Paralympic Games engaged tens of thousands of volunteers. Overwhelming numbers applied to serve. Far more were turned down than were accepted. They came from around the world and from all regions of Canada. They were multi-skilled and multi-lingual; of every age class; carefully selected, tested and trained; and deployed strategically to ensure success. As the 2010 Olympic Games began, volunteers outnumbered paid staff by numbers of about 15 to 1, so their contribution to a successful outcome cannot be overstated or revised. They became the heroes of the 2010 Games performing acts of magic across the Olympic theatre. They were placed in scores of roles and could be seen from a distance. They were warmly referred to as “The Blue Jackets”. When the Games ended they were applauded for their spirit and skill across the world and many will do this again at future Olympic Games.

To his credit immediately after the 2010 Games, Vancouver Mayor Gregor Robertson spoke about retaining this good will and volunteer spirit for the city. He talked about volunteers like the Blue Jackets continuing to serve the community going forward. He could see the advantage. So can we.

ANOTHER EXAMPLE

Today at Vancouver International Airport (YVR), hundreds of volunteers serve every day, helping to ensure that those who arrive and depart have the best experience possible. They make a wonderful impression and are greatly admired. Their jackets are green and they are on the lookout to help anyone. It is great idea that has been effective. There are hundreds more on the waiting list at YVR ready to serve.

Volunteers can and have been uniquely trained to work side by side with police and security agencies, event organizers and municipal officials. The night of Game 7, adding say one or two thousand volunteers would have significantly raised the odds for a happy and safe outcome. The VPD today uses volunteers to support their efforts, so the example has been well set and works. The events of June 15 involved crowd control, security, policing, transport, staging, medical, set up and takedown, communications, screening and much, much more.

It is easy to visualize how spirited, well-trained and tested volunteers could have functioned in the field aiding police in such roles as liquor screening and bag searches; in SkyTrain stations; at first aid and water stations assisting participants in difficulty; in communications roles; at set-up and takedown; as setters of mood and atmosphere in the crowd; and in many other roles.

Given the numbers of events staged in the city and region each year, a full chorus of volunteers could be amassed, with the support of all agencies who could benefit, and they could be tactically assigned in appropriate numbers when needed.

A VOLUNTEER PROGRAM FOR LARGE REGIONAL EVENTS

Such a program will need organization, a budget, and ongoing management, training and leadership. It will require a clear vision, mission and values to attract the best the community has to offer. A well conceived program could perhaps attract sponsorship – and all of the training, orientation and communications programs developed by Vanoc for 2010 and provided to its volunteers could be adapted. We have those and those who put them together. Inevitably, there will be roadblocks and people who are inclined to disagree about the potential in such a program might keep in mind that, in countries with no existing volunteer culture at all, organizers have succeeded in amassing armies of volunteers to deliver memorable Olympic Games – Greece, China, and soon Russia come to mind.

It is fair to ask whether volunteers could be effective, and keep safe themselves, in volatile crowd situations like June 15. This is a legitimate issue. The starting point is the concept of self-policing within a crowd, which contemporary experts in crowd psychology see as critical for crowd management. The use of appropriate volunteers is one way to promote and support this aim. Volunteers can facilitate the legitimate aims of the crowd and the individuals in it, and communicate proactively with crowd members. Care must be taken however that if a situation deteriorates, volunteers can quickly remove themselves from harm's way.

For a program in Vancouver and the region, it will be important to recruit precisely the right candidates so they can fill roles of interest that they are clearly qualified to perform. A list of positions and responsibilities will be necessary and big-event planners will need to specify the requirements very carefully.

Skill, ability and experience will be important, but attitude and spirit will be more important. In as much as volunteers typically give of themselves for all the right reasons, they need to be cared about and cared for. The City and its partners might offer them distinct privileges compelling enough to attract and reward at the same time. Such benefits as transportation passes, recreation passes, event tickets and the like would help to serve this purpose.

Major events with mass attendance come with major challenges. They simply must be properly resourced if they are to be safe and celebratory for all. We believe that this idea is one that's time has come and furthermore we believe that such a program should be fast-tracked and launched before the next large regional event is staged in Vancouver: the 2011 Grey Cup.

While there can be no guarantee we will never have another riot in Vancouver, a volunteer initiative as outlined here is, we believe, a significant step toward helping to reduce the risk. It has been determined already that these events should continue in B.C. and that we must find ways to make them work. So we need to be creative and collaborative as we were for the Olympics.

RECOMMENDATIONS

- 33 That the CoV working with multiple partners typically involved in helping to deliver major events of regional interest become cooperative joint sponsors of a new "Everyday Heroes" volunteer initiative to ensure that such a program is developed to meet some of the human and technical needs for staging these events.**
- 34 That the partners involved identify through planning the various volunteer positions and confirm the unique skills and characteristics that will be required to fill them.**
- 35 That citizens across the region be invited and encouraged to participate in the program and that the numbers recruited include a sizeable contingent of personnel to ensure an ability to respond to any event situation.**
- 36 That the program be designed for easy transfer and distribution to other communities across the province.**
- 37 That businesses that benefit financially from these events, and professional sports organizations such as the Canucks, be actively encouraged to sponsor this program.**
- 38 The City of Vancouver convene a meeting of community groups and business leaders to form an Every Day Heroes working group to take on the coordination task.**

Justice for the community

ANOTHER RIOT

"Vancouver had another... riot..."

"It was caused by a milling, shouting, bottle-hurling mob..."

"They smashed store windows...and turned the street into shambles..."

If this sounds familiar it should but it's not about the Stanley Cup riot that occurred June 15, 2011. It is from the preface to the report of the British Columbia Police Commission on the 1994 Stanley Cup riot. But it isn't even about that riot. Here is what follows the quote in that report:

"Sound familiar? The above quotes were not about the Stanley Cup Riot that occurred in Vancouver in 1994, but about the Grey Cup riot that occurred in this city in 1966. With few changes the above copy, found in the Vancouver Province in November 1966, could easily have been written to cover the Stanley Cup Riot almost 28 years later..."

"As for the actions of the young people, many of whom will emerge from the evening (of June 14, 1994) with criminal records,⁵⁵ we think it is important to point out (for those who use the riot as evidence of the increasing lawlessness of today's society) that the Grey Cup rioters of 1966 are now in their late forties. Many of them are, no doubt, among the respectable citizens of Vancouver who were shocked and dismayed by the events of June 14, 1994."

"If there are lessons to be learned from the night of June 14, let us learn them, but let us not overreact."

THE HARM THAT'S BEEN DONE

For a store clerk a looting mob is not two hundred shoplifters. It is terrorism. But the whole community shares the shock, shame and anger.

A riot is an assault on the community. It attacks our trust, sense of security, community, dignity, and humanity.

On June 15, 2011 there were perhaps two or three hundred people who arrived prepared to start a riot and to loot if economic opportunity knocked. Or for no reason at all. There were perhaps two or three thousand "good kids", many very drunk and primed to be very stupid, who opted for thrills or pillage. Finally, there were upwards of 30,000 who stayed to watch, video, and even cheer; and who in the process heedlessly provided momentum and cover for the looters and rioters.

These groups did a great deal of harm, each in their own way, but perhaps it is the "good kids" and the gawkers who appall most because we trusted them. To see them spurn that trust even for one mad evening undercuts the assumptions of community and humanity that allow us to live together in society.

Riotous behavior of any sort cries out for justice. And for the hardcore rioters it ought to be severe. But true justice fits the crime and the criminal. There were many different crimes and criminals that night from hardcore thugs to the easily excited and the easily lead one-time offenders. There should be a range of remedies.

We all want the rioters taught a lesson they won't forget. The only question is their curriculum.

A RESTORATIVE RESPONSE TO A RIOT

The spontaneous clean up, and support shown since the 16th for police and affected merchants demonstrate the determination of the region to restore the sense that Vancouver is a place where people feel safe and can have fun together.

Businesses and civic workers can pick up the debris, but only community members can pick up the community. Several thousand pitched in and millions across Canada cheered them and were uplifted by them.

At the same time, people began dissecting the riot and the competition of ideas that is at the heart of democracy started in earnest. Municipal and provincial agencies began internal reviews, we were asked to lead this external review, and members of the business community, including retail merchants and the hospitality industry, discussed how things might be improved and they prepared submissions for us. Members of the public expressed views to us through our webpage and through the media. The social media afforded opportunities for individuals to express themselves and identify rioters.

AN APOLOGY IS NOT GOOD ENOUGH AND NEITHER IS A CONVICTION

Accountability is most powerful when an individual fully understands the effects of their actions on other people and not just the impersonal state.

Some did as soon as they woke up the next day, bewildered and remorseful. Bold acts that drew cheers on the 15th were inexplicable and humiliating on the 16th. Even many of those who felt no remorse felt the lash of global village justice in all its forms.

Remorse, no matter how sincere, is not enough. We had a deal: we respected them and they respected us. They broke that deal on June 15 (albeit impulsively in many cases) and a price must be paid. There are strong and widespread views that the criminal justice system is not up to the task because it is too slow and too weak. But another, more apt reason is that it is too impersonal. A guilty plea and imposition of a fine teaches nothing of the harm that's been done.

Another way to teach them a lesson, at least those who will learn, is to have them first confront the harm their night of fun caused. First responders, business people, people who took part in the clean up, perhaps some of the victims, could teach them real lessons a judge can only lecture them about. Maybe a hockey player could tell them how they shamed the club after a magnificent season.

LEARNING LESSONS

There has been admiration for the United Kingdom's handling of rioters in recent weeks. As we were writing this section we noticed an announcement by the Deputy Prime Minister of the United Kingdom.

On Tuesday August 16 Deputy Prime Minister Nick Clegg announced plans for a "riot payback scheme", which would see people convicted of looting or violence in last week's disturbances being made to do community service or take part in restorative justice programmes in the areas where crimes were committed. He said that people convicted of crimes last week should have to "look their victims in the eye".

Lizzie Nelson, RJC⁵⁶ Director, said, "In what we saw last week, the rioters clearly had no thought for the impact on peoples' homes and businesses and on their local communities. Restorative justice will give those victims a say, a chance to tell the offenders the real impact of their crime. The rioters need to understand this wasn't just 'showing the police' but harming huge numbers of innocent people in their own communities. Restorative justice means accountability, and the chance for offenders to payback to the individual victims and communities they've harmed."

The Deputy PM told a press conference in London: "I want offenders to be punished – and to change their ways. Victims of crime are only truly protected if punishment leads to criminals not committing crime again. Criminals must be punished and then made to change their ways..."⁵⁷

WHAT IS RESTORATIVE JUSTICE?

Restorative justice can take many forms. That is one of the things that makes it attractive in this case. It is an approach to crime, not just a set of rules. Justice Canada describes it this way:

Restorative justice is one way to respond to a criminal act. Restorative justice puts the emphasis on the wrong done to a person as well as on the wrong done to the community. It recognizes that crime is both a violation of relationships between specific people and an offence against everyone – the state...

Restorative justice requires wrongdoers to recognize the harm they have caused, to accept responsibility for their actions and to be actively involved in improving the situation. Wrongdoers must make reparation to victims, themselves and the community.⁵⁸

That is all very well in principle but to many it sounds vague and not very rigorous. But the concrete and more familiar forms that restorative justice takes include: victim/offender mediation, sentencing circles, restorative conferences with victims, offenders, their families, and community representatives. Of greater interest in Vancouver might be examples of larger scale community restorative conferences and community courts. At the national end of the scale, truth and reconciliation commissions are a form of community restorative justice. None of these is a slap on the wrist.

Restorative justice is optional for both offender and victim. It is true that some rioters would choose it not because they wish to atone for what they have done but because they think it will be easier than formal criminal sanctions. We can't expect that all rioters will start out

truly contrite. In fact, one of the strongest arguments for restorative justice is that it is good at reaching the ones who still don't have a clue of the harm they've done. In their minds ransacking the Bay only hurt a big company. If we are to trust them again we need to know they understand that they terrified people just like them. The test of the process is not what the offenders feel at the start but what they feel at the end.

Far from being a slap on the wrist this is, for many, a deeply troubling experience. But it can also be a transforming experience. There is a great deal of evidence that people who go through restorative justice are less likely to re-offend and that more victims of crime attain closure and have a higher level of satisfaction than those who deal with the formal justice system.

DESIGNING A PROCESS

There are too many possibilities for our review to prescribe a process by which some rioters might atone to the community and individuals they harmed. There is considerable experience with restorative processes here in organizations such as the Centre for Restorative Justice at Simon Fraser University, the Vancouver Association for Restorative Justice, the Community Justice Initiatives Association and in the dispute resolution office of the Ministry of Attorney General as well.⁵⁹

The comments we received from the public and from managers of some of the most heavily damaged stores expressed a desire to require the low risk, one time rioters at least to "give something back" to the area they damaged. This is a good opportunity to appoint one or more Community Advisory Panels to help design and facilitate extra-judicial sanctions or community-based sentences. These panels are just one of several ideas for community involvement in courts found in a report published in British Columbia in 2005 called "Beyond the Revolving Door: A New Response to Chronic Offenders".⁶⁰ If there was ever community interest in courts in Vancouver this is the time.

We want to be very clear: a community court approach to dealing with rioters would, as we envision it, be neither a slap on the wrist nor vigilante justice. It would be presided over by a judge of the Provincial Court but with support and advice from the affected community.

Red Hook in Brooklyn New York is a community that did something about its alarmingly high crime rates. At the centre of that effort was a community court.

"What I saw at Red Hook was about engaging the community in finding a way of resolving problems, dealing with the consequences, engaging the individual in changing their chaotic lifestyle; it was about the prosecution wanting to get a satisfactory solution, and the defence wanting to make sure their client lived a decent and different life in the future when they knew they were guilty. It was about the community coming together physically as well as intellectually and practically, to help do something about it and using volunteers."⁶¹

At the very least, there should be some way to invite public input into finding Community Work Service projects.

A CRIMINAL RECORD

Restorative, community justice is particularly important in the age of digital photography. The foolish young rioters of today have a problem the rioters of 1966 and 1994 we referred to at the beginning of this section did not. The modern rioter's noxious behavior is on worldwide display from now on thanks to digital photography and the Internet. This is a life sentence to a virtual jail.

As these young people mature and try to build a useful life they will find they have a criminal record of a sort that never existed before. Restorative justice provides a way for an offender to demonstrate remorse and a renewed commitment to the community.

Many young people break the law. Not many years ago if a person was not caught by the police, prosecuted, and convicted, there would be no record of it. And, if there was, it would be sealed. Today a young person, perhaps with the help of the stranger cheering his antics, can create his own criminal record – one that cannot be expunged – to dog him for the rest of his life. The anonymity the rioters of 1966 and 1994 enjoy today is not available to their children and grandchildren. The community owes them nothing, but a wise community will offer them something – an opportunity to make amends.

RECOMMENDATIONS

- 39 The Attorney General should establish a procedure or special court specifically for dealing with the prosecution of people accused of a riot-related criminal act that provides crown counsel and judges with a suitable range of processes and sentencing options necessary to:**
- **respond with appropriate measures to the wide range of criminal acts and criminals; and**
 - **takes into account the community harm done by the riot.**
- 40 In designing this process the Attorney General should consult recognized experts on community justice, the judiciary, affected businesses and residents. And during both the design and operation stage the Attorney General and presiding judge should consult the community with regard to the court and, in particular, Community Work Service projects.**

Social media and the riot

A TOOL FOR PLANNING, AN INFLUENCER OF CROWD BEHAVIOUR

In many ways, the Vancouver riot of 2011 was a lot like past disturbing events of its kind in Canada – a confluence of sports, high emotion, alcohol, and broken glass. Though the impact of the terror experienced by individuals cannot be underestimated, the riot itself was mild by global standards and there was little about the night's events that seemed likely to turn the experience into a major international news story. Thanks in part to the Arab Spring movement that began earlier this year, wholesale microbroadcasting of mass public events had become familiar. So by June that wasn't news either. Nor was use of Twitter, Facebook and other social media services to organize demonstrations.

Vancouver stood apart, catching everybody off guard, in quite another way. It turned out that the story everybody wanted to hear about was how ordinary citizens in Vancouver became vigilantes by taking pictures and video of apparently red-handed rioters for later sharing with police. Now, here was something new! It was as if most of the participants were carrying their own broadcast device and using it to report, communicate, photograph and record.

Nearly two months later, the London riots made social media headlines too, opening a perhaps new and unquestionably unsavoury frontier. The massive unrest was found to have been deliberately organized and managed by instigators using social media tools. The smartphone was used in England to foil the efforts of police to intercept and gather intelligence, and it appeared to work on a grand scale. Once again the developments were regarded as a novel and shocking turn of events. So incensed was the British government at the criminality of the rioters that it looked into ways to give police special powers to stop the proliferation of this behavioural tactic when used by individuals or groups to instigate rioting or other criminal behaviour.

The Vancouver and London riots became the social media parables of 2011. Who knows what's in store next week, next month, next year – we truly cannot predict the quickly changing landscape of mobile social media. Yet, we do need to try if we are to be effective at countering its use as a deliberate, destructive force. And we want to exploit its great potential to improve public safety.

Despite the allure of June's "gee whizz" social-media story courtesy of Vancouver, this review's work lies elsewhere if we are to create a legacy of better mass public events in future. Less newsworthy but still significant was that the evolving mood and behaviour of people on the street could be communicated instantaneously to other smartphone users. The planning and execution of the Live Site event and nearby scenes was affected by mobile social media.

Three relevant strands can be discerned and our comments on them follow:

- » An instantaneous digital content transmission method accessible by all;
- » An intelligence-gathering and planning tool for event organizers and public safety officials; and
- » A broadcast method for informing and safeguarding the public, especially in circumstances where conventional methods are prone to break down because of crowds, noise and chaos.

CAPTURING AND SHARING DIGITAL CONTENT

In our interviews and research, next to alcohol-related issues and commentary, social media topped the list of frustrations we heard about. Many expressed annoyance and anger with those who used mobile devices almost as celebratory tools. There were those who had themselves photographed looting or posing in front of burning police cars or behaving in some other reckless way. In contrast to this there were some who took pictures and forwarded them to police so instigators could be identified and arrested.

INTELLIGENCE-GATHERING TOOL

It appears that the instigators on June 15 made their way into downtown Vancouver without triggering a clear suspicion.

While police services themselves now use social media to their advantage it is ironic that there was no credible intelligence gathered over the 24 hours preceding Game 7 that suggested they would face such a calamitous night.

The VPD's methods for gathering information or tips gave up nothing of value in spite of repeated accounts we heard after the fact claiming the mood all day was very unsettling and clearly different. A highly aware, technologically astute and engaged public can make a big difference for police if they know how to help and when to help. Furthermore we can see how social media technologies could be used as an effective tool to communicate broadly and quickly so the public is well aware of changing conditions around events of the type that took place that night. And we can see how mainstream media can support these efforts to ensure the best and safest experience possible for all.

PUBLIC SAFETY THROUGH SOCIAL MEDIA

We heard of individuals caught in the melee who could not secure accurate transportation information and were unable to exit the city. Rumours of closed streets and train stations, gossip regarding bridge closures and ferry cancellations, served to increase the chaos. There was no known reliable place to go for accurate information – no way to find directional certainty. Individuals therefore had to fend for themselves.

We believe there is a case to be made for creating a 'central station' to gather information quickly, validate and simplify it, and then push it out as a service to participants and partners ensuring that all involved can assimilate it easily and govern themselves accordingly.

Social media such as Twitter can be used for this purpose. Twitter is widely followed by the demographic that showed up at the Game 7 events. It requires that people "follow" or subscribe to the source of the information and that they trust that source as official and reliable. The "tweeter" for VPD was located at Silver Command during the Celebration of Light.

We note that as of Aug. 28, the City of Vancouver had 10,292 followers via Twitter and the VPD had 17,514. These accounts should be promoted prior to large civic events as a good way to obtain reliable event and public safety information.

A focused Twitter or other social interface for all "Regional Events" is, we are advised, a fairly straightforward, savvy way to achieve the desired objective. Technology is used today for emergency mass broadcasting to all mobile devices in a specific locale.⁶²

Twitter activity is so widespread that in the event of a busy event or incident involving or near a lot of subscribers, the messages flash very quickly and may only be on screen for a brief period of minutes or seconds.

Other technologies beyond social media are being developed to share official, verified information with the public that needs it. One of these is called cell broadcasting and is being brought on-line in the U.S. soon and is now in use in India and South Korea. Cell broadcasting sends an official text message to all cellphones connected to a participating service provider within a specified area. This includes visitors from outside the immediate area. Instead of being sent to a specific cell telephone number, the message goes to all phones within the range of

the cell towers selected for the message. The system uses short bursts of energy so it works even when heavy cell user traffic volume makes a normal cell conversation difficult. Capability to receive cell broadcast messages is built into all modern cell phones but the software is not activated and no such emergency system exists now in Canada. Vancouver and B.C. could be the first. The investment is relatively inexpensive since no new infrastructure in the form of towers, antenna or wire is required.

It is essential that the information broadcast comes from a reliable, experienced emergency communication source which has access to up-to-date verified data. In the Lower Mainland, E-Comm 9-1-1 has this capability, experience and access. E-Comm showed during the 2011 riot that the investment in people, technology and infrastructure made after the '94 riot has worked exceptionally well. It provides a perfect foundation for the operation of an emergency public information service.

Whatever it is called, however it is delivered, it must work on all smart phones. It would be available to all, promoted to all and over time we trust it could be as easy as tuning in to a specific radio station to get updated weather forecasts or road reports which is today a common practice for commuters.

But while it is a fairly simple social media concept, it will require trained people to run it and grow it. Partners will need to agree on its use and support it with good information. It seems logical that this service be housed with an agency best suited to manage it and at a facility already organised to embrace the additional responsibility with the least disruption to its regular functions, and one that can commit time and recourses to becoming expert in this role. We believe this agency, resources notwithstanding, to be E-Comm.

We believe that the public wants success and that citizens generally want to cooperate, and that they aspire for safe happy experiences, and that furthermore they wish to help police and organizers achieve their goals. Police and organizers aspire to perform at the highest levels too. This technology-based service can support these common aspirations.

RECOMMENDATION

- 41 That all the partners involved in delivering and benefiting from regional events commit to the development of a special Twitter-like social media communications tool to be housed at E-Comm and that this initiative be funded properly so as to achieve immediate and continuing maximum impact.**

“We are all Canucks”

TEAM BACKGROUND

The Vancouver Canucks have been around as an NHL team for 42 seasons and in that time have become an iconic institution in the city and a source of ardent fan pride across the whole province of British Columbia. In recent years, a memorable franchise advertising campaign spawned an enduring catchphrase: “We are all Canucks.” It seemed intended to evoke the depth of this loyalty with its snapshot-style portrait photos of ordinary fans as well as players looking relaxed and casual.

Under a succession of owners, the team matured into a legitimate NHL contender. The franchise departed its original home at the Pacific Coliseum on Renfrew Street for downtown Vancouver's Rogers Arena (formerly General Motors Place), which it owns. For seven years, every home game has been to a sell-out crowd of about 18,000. The Canucks have made it to the Stanley Cup final series three times, losing out to the New York Islanders, The New York Rangers and in 2011 to the Boston Bruins.

In short, Vancouver loves hockey. And it loves its Canucks.

The organization is professionally run and employs a large staff. The team established a reputation for supporting various community events and its Canucks for Kids umbrella charity is highly respected. Players and their families are routine participants in events and giving endeavours. When the Canucks speak, the community listens.

For years, supporters yearned for a Stanley Cup victory. In 2010/2011 the team enjoyed its best regular season ever, winning the President's Trophy as the NHL's top point getter and qualifying for the Stanley Cup Finals. Anticipation in the community was palpable.

Evidence that the fan base is enormous can be quickly verified listening to the sport talk shows dominated by Canucks topics and debate. In general, media coverage around the team is at saturation levels — maybe not a surprise, given the profile around the sport of ice hockey in Canada.

“WILL THIS BE THE YEAR?”

In the spring of 2011, as the team progressed through the NHL playoffs the desire for outright success increased and playoff games were watched in huge numbers on television and in licensed premises across the region and province.

The top-of-mind question so many were asking was: “Will this be the year?”

So it was not a huge surprise to see the desire for success manifest itself in the form of large crowds coming to downtown Vancouver to openly celebrate the joys of winning as the team advanced through various stages of the playoffs. The prevailing atmosphere was compelling. Media predictions were largely in favour of a Canucks Stanley Cup for the first time in the team's history. With the very best of intentions, the City of Vancouver, reacting to the clear public desire of its citizens to celebrate, found itself on point to manage the growing crowds. The Game 7 public gathering and Live Site events were the result of this growing momentum.

WHAT COULD HAVE CHANGED THE OUTCOME?

In the aftermath of June 15, there have been questions about what role the Canucks organization played or could have played that might have altered the outcome and what role they might play in the future. The truth is the Canucks were busy managing their internal affairs as the hottest ticket in town. There is no compelling evidence of attempts to meaningfully draw the organization into the delivery of downtown activities.

Inside the arena, events appeared to unfold normally. There were signs of revelry and booing. While the fans were clearly disappointed they showed respect for the Boston Bruins victory. Gary

Bettman, the NHL commissioner, was regrettably booed heavily when he presented the Stanley Cup to Boston. In discussion with the Review, Mr. Bettman said he did not feel the atmosphere in the building was abnormal although he did acknowledge the excessive booing.

The league does not have specific programs to help its teams with the kind of challenge the city faced that night. We find this to be unfortunate and regrettable and believe it should be addressed by the league. Mr. Bettman, however, did acknowledge to the Review that the league would support any effort or program put in place by one of its franchises to promote responsible public celebration.

RESPONSE OF THE TEAM ORGANIZATION

The management of the Canucks, in our discussions with them, expressed great regret over the events that unfolded following Game 7. They indicated a willingness to work with and support future organizers of events specifically designed to celebrate the Canucks. The Canucks also recognize the unique relationship they have with their fans and their ability to communicate and influence. They aspire like all major franchises to grow their fan base and to be an ongoing positive influence in the community. On a number of occasions we heard from observers that if Canucks alumni had been involved in the Live Site activity, for example by taking part in stage activities, they may have had a positive impact on atmosphere and behaviour. We agree with this observation. Regrettably they were not asked.

The franchise has indicated a willingness to look at activities in the arena using its facilities to promote responsible celebration all season. We see on-ice signage, signs and video announcement on the boards, and player endorsements as all highly advantageous in promoting responsible celebration and good fan behaviour, good sportsmanship and the education and influence of young children. The team is also prepared to work with the City of Vancouver and collaborate on planning for events in the future.

RESPONSIBILITIES OF THE NATIONAL HOCKEY LEAGUE

Looking back, we wonder that had the City, the Canucks and the NHL foreseen the size of the hockey celebration that was building then their interests would have been well served to collaborate and strategize together to develop an event plan that might have prevailed against the headwinds that confronted the event on June 15. It is, regrettably, impossible to fully separate what happened that day from the sport of professional hockey. The NHL should have an interest in working with teams and communities to promote peaceful, happy hockey celebrations — especially around its premier event and season finale, the game that decides the Stanley Cup. It is common practice for FIFA, the IOC and other major sports bodies to work with organizers to help ensure that large public celebrations around their prestige events are executed safely for maximum enjoyment.

The NHL is the only organization that is sure to be involved in the Stanley Cup Finals next year and every year after that. While the NHL cannot predict who may win the Stanley Cup in any given year, it seems appropriate that the league collaborate with potential Finals cities and teams — perhaps at the Conference Finals level with the remaining four teams — to provide advice and expertise in managing and promoting celebratory events such as those that were contemplated and staged here this year. While the night of June 15 was big for the Vancouver Canucks and its

followers, it was just as big and historic for the NHL. The unintended consequences of the events that unfolded that night were to inflict pain and embarrassment on all three.

RECOMMENDATIONS

- 42 That the Vancouver Canucks be urged to embark on a program of activities using its considerable facilities and influence to encourage year-round responsible fan celebrations and sportsmanship.**
- 43 That the NHL be urged to partner with host cities and NHL franchises competing for the Stanley Cup to help ensure the best, safest public celebrations possible. Furthermore, that the league be urged to develop year-round programs that encourage responsible fan behaviour and sportsmanship around the game of professional hockey.**

Assessing the role of media

In what seemed like an instant, the events of June 15 were broadcast globally. Compelling images of the riot, some with intriguing back stories, assured plenty of interest. The wide exposure was deeply embarrassing to the city, the region, the province and, indeed, Canada. Often, the media is criticized just because it has related what happened and we see no point in taking issue with news people simply doing their jobs on the night of the riot. A couple of areas do, however, deserve discussion if the region is to stage safe, successful large-scale events in future.

The Review looked back on published and broadcast material from before and after the June 15 riot and also spoke with some key players on the local scene including a number of major media outlets. Some individuals felt the media were part of the challenge facing first responders on the night itself. Others felt the media could have actively helped prevent the trouble from developing.

PREDICTING “1994 AGAIN”

The 1994 riot report by the B.C. Police Commission includes expressions of concern from members of the public of how the media may have contributed to the challenges experienced on that night. The following passage is from a submission from a member of the public:

“We believe the media has its place in reporting the news but their discretion is sometimes sadly lacking. It seems to us that they are partly responsible for the riot in Vancouver. We watched BCTV at 5:00 p.m. and again at 6:00 p.m. on the night of the riot and were shocked that the reporters seemed to be “advertising” the precautions that the police were taking in the event of there being a problem downtown.”

There is definitely a sense of *deja vu* in reading this today. The person went on to state that:

“We believe that if the matter had been left to the police and the media had not been involved ... [m]ost of the hoodlums would not have heard of the police precautions and would not have been offered the opportunity to concentrate and misbehave in the downtown area.”

The authors of the 1994 report dwelled on whether there is “a difference between ‘advertising police precautions’ and securing the cooperation of the public and informing the public of the ‘game rules’ for the evening”:

Examples of the latter might be telling the public that certain streets will be closed; that pub owners have been asked to be particularly vigilant with over serving; that liquor inspectors will be increased to ensure that they are vigilant; and that police want to ensure that the party is fun for all and thus will be vigilant about the consumption of alcohol. This type of media coverage would likely have had a different effect than coverage showing the overconsumption of alcohol and the efforts of police to deal with “trouble.”

There is a fine line the media must tread in informing the public without unreasonably hampering police work and that can create operational problems for authorities on the ground. For example, police noted after Montreal’s Stanley Cup hockey riot of 1993 that media vehicles and equipment got in the way. We did not hear that this was a problem on June 15.

ANALYSIS OF THE 1994 RECOMMENDATIONS

Three specific recommendations of the 1994 Vancouver riot inquiry addressed the media. They are quoted here, accompanied by our commentary on each one:

That in the future when dealing with events where large crowds are anticipated, the Vancouver Police Department media liaison person be apprised by the Field Commander of potential problems anticipated during the evening so that an appropriate media approach may be developed; the media relations person should focus on down playing any “party” atmosphere and portray the event as peaceful and quiet.

Riot Review 2011 comment: We see the significance of this concern (having heard similar comments this time) and agree that media, challenging as it may be, should act so as to best support the public interest in staging such events safely, just as they try to serve the public interest by reporting fully during and after the event.

That consideration be given to seeking the cooperation of the media in not locating their cameras in a fixed position. If the cameras remain in a fixed position (for the safety of media personnel, for example) attempts should be made to make them as inconspicuous as possible.

Riot Review 2011: Further to this recommendation and because cameras can and do attract immediate attention we agree that media need to exercise caution by not providing those who would instigate and misbehave an easy platform from which they can perform their antics.

That all local media outlets be asked to develop and adopt a code of conduct to govern their videotaping of large crowds.

Riot Review 2011: Concern was expressed in 1994 that cameras and TV crews can have the effect of inciting others to join in. The report pressed all media outlets to adopt a code of conduct for their crews in respect to videotaping large crowds. This goes to the point that on these occasions media need to ensure they are not making the work of the police more difficult. Media can just as easily film from fixed or concealed positions or at least attempt not to be in the middle of the melee. On the night of June 15, some media crews were seen moving about in the crowd with cameras and there were views expressed that this was not at all helpful.

We were surprised to learn in our interviews with news outlets that nobody seemed aware of these recommendations from 17 years ago.

A LINE BETWEEN SPONSORSHIP AND REPORTING

Major events require media for successful delivery. It is now standard practice for media to partner with event organizers to set the stage through promotion, ticket sales and general communication. Separate from these partnerships and sponsorship relationships is the media role to report the news, and media organizations routinely deal with the line that has to be drawn between sponsorship and reporting.

The most complex local example of event sponsorship would have to be the 2010 Olympic Games. It had multiple media partners such as CTV, The Vancouver Sun, The Province, and The Globe and Mail. The Sun Run (Vancouver Sun), Bard on the Beach (CKNW, the Sun, Global) and the Vancouver International Film Festival (Rogers and the Sun) are other examples. In some cases media compete vigorously to achieve their sponsor roles and often pay rights fees. The media have their own business interests with these and other events; they also require broad community support and awareness to succeed.

Events like these bear little resemblance to a single mass explosion of interest, with the first and most important distinction being the unpredictable nature of hockey playoffs that make any long-term commitment and planning very challenging. When citizens come together en masse to celebrate, the media should be able to play a key role to help organizers ensure a happy experience for the community. What we are looking for here is some way to enable the media to be more significant, in ways that come naturally to it, when there is a Canucks Stanley Cup run or similar occurrence again in future.

EVOLUTION OF MEDIA

Some will question whether the presence of television cameras in the crowd is as problematic as it once may have been, now that most people are walking around with phones that double as cameras and taping devices. The reach of media outlets is immense and we believe it is still relevant for them to examine their own standards and code of conduct to be sure the role they are playing is truly serving the public interest.

Every event has a formal or informal vision and a mission. The media can help organizers deliver at every stage and can support the communication efforts of organizers before the fact and in real time as the event unfolds. The media can be a mood setter, an atmosphere builder and

help those in attendance to navigate and stay tuned to what is going on. The media can be the promoter of whatever social media tool organizers chose to use providing a reliable necessary service to its listeners or fans.

For regional events, it seems illogical to plan without the help of organized, mainstream media. They should be involved in planning as early as possible. Once media partners are known they should have a place at the planning table to ensure strong early promotion of safe celebration messages and the proper setting of public expectations. Working with media requires skill and savvy, so event organizers need to commit resources and retain or engage skilled personnel to the task of giving media good and regularly updated, fresh information. Winning over the hearts and minds and support of the public is essential and needs a thoughtful plan of its own. The dividend for this investment of time and effort is for event organizers almost immeasurable.

If people can get information in an instant, and that information is accurate and current, regional event organizers will be able to help people in crowds get to where they want to go, whether it is within a street grid or a transit system. In the aftermath of June 15, we were told that one broadcaster reported inaccurate tweets that the Skytrain was closed down when in fact there were temporary closures of gates due to dangerous conditions on the street. In a situation where people are desperate for every fragment of information, cautioning that the source of an unsubstantiated statement is a Tweet is not good enough. There was confusion among the crowd as individuals tried to navigate the chaos. A better solution to using social media is needed (as recommended elsewhere in the Review's report) and once it is found the media should commit to give it due prominence through active collaboration. Over time, such a tool could be as well known and accessible as weather forecast services or road reports are today, to the great benefit of the public.

RECOMMENDATIONS

- 44 That for all regional events media partners be invited into event planning at the highest level to ensure the information and communication process before, during, and after the event is prepared so as to best help media communicate accurate and timely information to the public at all stages of delivery.**
- 45 That all major Vancouver media be encouraged to stage their own regional event round table discussions to develop the best approaches to covering regional events so as to best serve the public good without affecting their ability to report on the unfolding events.**

TransLink

THE ROLE OF TRANSLINK ON GAME NIGHT

It is a well established fact that for almost any event hosted in Vancouver, big or small, over the past twenty years, a significant segment of the participants will have used public transit to get there. Public transit in the greater Vancouver area includes rail, commuter rail, buses, Sea-Buses and community shuttles and the system is designed to move large volumes of people rapidly. Those who use it regularly tend to be familiar with how it all works including the transfer system from one mode to another. Event managers in BC's lower mainland tend to understand

the power of TransLink to get people where they need to go. Public transport has been on the public agenda in the lower mainland of BC for decades and continues to be hotly debated as the region's population grows further away from the City of Vancouver adding complexity to various traffic volume and management issues.

The system we have today has been planned to move people quickly and relatively inexpensively. As you would expect there are times of the day that the system is very busy carrying almost at capacity but contingency appears to be available for occasions when there are extraordinary volumes of passengers, special event occasions being an example.

We noticed in our review that those who operate TransLink from the Board of Directors, the CEO all the way to the men and women at the stations, those driving buses or staffing the ferries appear to be very proud of the system and are very serious about their role in making the region work and move well. It seems to us that moving huge volumes efficiently and without incident is taken very personally across the TransLink workforce.

THE SYSTEM AT A GLANCE....

TransLink provides 1.15 million passenger trips a day on its rail, bus, sea-bus and other modes. It serves a 2,900 square kilometres region that includes 21 municipalities and is, we are told, the largest in Canada. TransLink's workforce is roughly 6000. Its annual budget is \$1.4 billion and its assets are valued at over \$10 billion. It operates 1446 busses, 258 light rail cars on three light rail commuter lines, 3 Sea-Bus passenger ferries and 44 heavy rail commuter cars. To coincide with a population increase in the area from 1.6 to 2.4 million people since 1994 TransLink has matured and grown its capacity to respond to the expanded moving public. Over this time the system has seen a 56 per cent increase in passenger boardings. In 1994 over a peak one hour period the system (using all modes) carried 15,700 passengers. That number has grown to 30,100 in 2011. For segments of the system the honour system is in place for ticketing with random checks for compliance in place. Because there are some challenges with fare evasion, especially at peak times such as for special events, posted passenger numbers may not be accurate. While this is not a direct focus for us in this review it makes estimating crowds in the downtown for a major event such as the Stanley Cup Final Game Seven very difficult, and this is material to good planning and successful major event operations. And this is an area of focus for us.

For this review we interviewed TransLink's CEO, a former Transit Police Board Chair and some front line TransLink staff to try and better understand its operations and capacities, most especially for the night of June 15. We discussed normal operations and such matters as crowd control, policing, liquor controls, ticketing, communication, training and the agency's overall planning methodology. We also boarded the trains and visited stations to watch the system function.

Because the TransLink network is a major force and easily the biggest player in delivering people to event destinations all over the region, it regularly participates in levels of event planning as it did on a massive scale for the 2010 Olympic Games. This is a good practice to have in place and a necessary one in the build up to future events where crowd control will be a consideration. It is also important that TransLink personnel be dedicated to participate in active oversight activities on major event days to ensure that the best intelligence is available to police and event organizers and to key municipal and other agency staff who may be involved. Crowd size is one thing but mood and atmosphere on the trains and buses are also very important planning considerations.

TRANSIT POLICE...

TransLink has its own fully constituted police service established under the Police Act in 2005 overseen by a Chief Officer and a Police Board. The Transit Police provide appropriate policing and security for the travelling public. The Transit Police has powers much like any police service to maintain the public peace and prevent criminal offences in and around TransLink's operations and facilities. Its budget is \$28 million. The police numbers are about 167 officers.

At any given time about one fifth of the Transit officers are on duty throughout the system so it is clear the coverage potential is limited on trains and there is none at all for buses. While this may not be an ideal situation it is important to note that this agency works cooperatively with the various police departments in the region to ensure that each situation or incident encountered is supported and managed the best way possible. On the night of June 15 a Sergeant of the Transit Police Service was embedded in the Vancouver Police Departments Command Centre (Silver Command). His duty on that day was to liaise with VPD officials on matters such as ridership volume and behaviour as it was being provided to him in real time by TransLink front line staff and control rooms. This was to improve VPD's ability to respond to and execute its plans. In addition TransLink placed an individual in the City of Vancouver's Emergency Operations Centre to provide a similar link and tender good information.

TransLink has about 1,000 cameras and a good capacity to monitor its network and communicate. Stopping and slowing trains is viewed as problematic. The system, it was explained to us, goes around in a circle so a shut down or a temporary full stop causes serious traffic back up issues for that line, not to mention triggering commuter anxiety or anger.

At peak times, trains operate at one every one and a half minutes so it is easy to see how a slow down or stop on one train can affect huge numbers of passengers in the trains following. TransLink would accept the direction of the VPD Police Chief if it was requested that the trains headed downtown should stop or shut down for a period of time. That said, they question that he has the authority to outright decide this. TransLink agrees however that there needs to be very high level discussion and planning with partner organizations around the volume question and recognizes the cooperative role it should (and does on occasion) play in respect to reducing passenger volumes to downtown.

As TransLink is the big regional "people mover" they believe that given the events of June 15th, that going forward there should be coordinated table top exercises with police and event planners or owners and others affected, to look at what can be done to better execute and coordinate on very big event occasions.

TransLink sees real value in legislation that facilitates imposing an outright liquor ban on the trains and buses on certain, potentially problematic big event days. Their rough estimate of nearly 3000 pour outs by Transit Police on June 15th alone would seem to add serious weight to that argument. Where there is a question of safety the power to shut a station down for a period of time can be made on site and this has been done on occasion including on the night of the June 15th riot.

For game seven of the Stanley Cup 150 to 200 thousand additional riders rode the system – far beyond a normal day but not a big surprise to TransLink Executives who saw this day much the same as they do a Symphony of Fire day, when hundreds of thousands gather for that

extravaganza. While explored elsewhere in this report, it seems odd that given the numbers were no surprise to TransLink that they were, by contrast, such a surprise to other agencies and planners who appear to have developed plans and executed them expecting a smaller crowd.

Even with these huge numbers headed for downtown and evidence of major liquor consumption, validated by pour outs, TransLink noticed little evidence on the trains that suggested the need to ramp up law enforcement by Transit Police. This observation also appears unique to us as we have repeatedly heard from others that the day was clearly different, and the mood of the crowd was unlike that for other games in the final series.

Overall TransLink rates its own performance on June 15 as very good under extremely challenging circumstances. Trains were full all day, there were long lineups at fare machines, and staff at stations were flat out controlling and serving the crowds. However, the system moved well and as the game approached the trains were coming in and unloading at the rate of one per 80-90 seconds. If most passengers disembarked at Vancouver Centre this means that over 500 passengers were exiting the system and being absorbed into the downtown event crowd in less than 1.5 minutes. The pressure build up on the event from this location and source alone was huge.

To TransLink's credit there were only four reported injuries on the system that night – all things considered by our account this was a minor miracle. That said, there were times where safety became a serious concern and stations, or parts of stations were closed to protect staff and to cool things down. Those attempting to leave the area were affected by this and we heard of confusion and even disorientation and even tears. Communication was clearly an issue as incorrect information about transport and station closures began to circulate. We heard reports of people who were frustrated and calling 911 and emergency services looking for direction to get out of the downtown core.

Because TransLink is there to move people quickly and safely it is somewhat, we observed, frustrating for them to have to curtail their desire to quickly “get people there” or “slow down”. They know very well that the measures they take will likely cause complaints directed right back at them. But they quite rightly recognize they do not function in a vacuum and they see the need to achieve a greater good and work directly with partners and police, even if it means a call for counter intuitive behaviour or decisions by their own personnel. Indeed to their credit they raised the question with us of more top management collaboration in advance to ensure that the desired broader goals on event nights are achieved.

1994 RECOMMENDATIONS

The BC Police Commission Report on the 1994 Riot Recommendation #13 was as follows:

That B.C. Transit ensures it has sufficient security staff, including Special Provincial Constables, on duty on evenings of major spectator sporting events to adequately enforce provincial legislation and Sky-Train policies related to the use of alcohol on the system.

TransLink looks a lot different today than it did on June 14, 1994. It is a more complex agency carrying many more passengers and has its own Transit Police service. Noted liquor pour-outs notwithstanding, we believe that it did not have the capacity to screen in any meaningful way on the night of Game 7. The cost and available personnel needed may have played a role, and

certainly the overall feeling inside TransLink that the mood on the trains was deceptively normal could have been a factor in determining whether any escalation of controls and policing was really needed. And once trains began to reach “crush loads” the ability to screen for alcohol within the system was hampered by the volume of passengers, regardless of the number of transit police officers on the system.

It is hard to find fault with those running the train system given how fast things were moving that day. Indeed their performance was extremely efficient and the numbers carried bear that out. But now, given hindsight, it must be recognized that the transportation system needs to embrace and practice significant valving measures if the city authorities and event organizers are to have the ability to control capacity and reduce the incoming free flow of liquor.

There is clear evidence that downtown Vancouver has limits for crowds and assemblies so a sustainable remedy for this complex challenge is needed. It is just not reasonable, without a massive resource infusion, and significant and varied infrastructure improvements, to allow an unlimited number of people to go downtown to party. All the evidence we need to support this we got on the night of June 15.

“When the City becomes a Stadium,” which it clearly did on the night of June 15, 2011, to operate safely it, costs aside, requires a stadium-like support system and appropriate facilities in place, however temporary those measures must be. TransLink is one participant in this matrix of considerations on big event nights, but the role the system can and should play is clearly a critical one.

Recommendation # 14 from the 1994 Police Commission report was:

That consideration be given by municipal police in the jurisdiction of major Sky Train stations to have a visible presence on evenings of major spectator sporting events where the abuse of alcohol is anticipated.

However “a presence” would not have been enough. The VPD asked neighbouring jurisdictions to assist with alcohol interdiction around SkyTrain stations during the final round of the playoffs. While there is strong evidence of good will and regional cooperation in respect to policing, this recommendation needs to be reviewed again and modified so that there is a reasonable chance for greater success in the future.

In our discussions around TransLink we tested various ideas looking for ways and means to adapt its services to the evolving needs of all partners on big event days. We asked, for example, about the potential to distribute incoming passengers more widely in the downtown core rather than at one major station – simply to spread out the pressure.

We inquired about the use of skilled volunteers specially recruited and trained to support TransLink staff and Transit Police in an effort to change the mood of the incoming crowd and deliver a more resolute program of alcohol screening.

Ideas around reducing volumes and slowing down trains were discussed too...in other words putting a neck on the system when conditions call for it.

It was reassuring to observe the desire for continuous improvement at TransLink and to be seen as a team player. We are optimistic there will be a desire and a drive to adapt and implement change if it is needed.

We emphasise that the recommendations we present here in respect to TransLink and the Transit Police are largely in respect to big events and their key role regarding these. Recommendations that may appear to touch other aspects of their operations are coincidental.

RECOMMENDATIONS

- 46 That TransLink and or the Transit Police Service participate as appropriate and necessary in the planning of events deemed regional in nature.**
- 47 That TransLink and or the Transit Police Service participate along with other event partners in the coordination and oversight (or command structure) of regional event as appropriate and necessary.**
- 48 That TransLink participate as appropriate and necessary in training for mutual aid during regional events.**
- 49 That TransLink review its operating strategies for regional event with a view to support front-line workers and build internal capacity and skill to better control passenger volumes and even slow down the system if required for public safety.**
- 50 That TransLink look at the possibility for off-loading passengers more widely in downtown to reduce the potential of overcrowding at one location.**
- 51 Building on the Olympic experience and success, that TransLink explore the possibility of developing a core of volunteers to support operations during regional events. Roles, training needs, uniforms should be developed to ensure volunteers are supported and to ensure good performance and visibility.**
- 52 That the provincial government and TransLink examine the adequacy of rules or policies regarding the consumption or the carrying of alcohol on the Transit system toward a regional event. This includes processes for monitoring and intervention to screen for full compliance.**
- 53 That TransLink participate in supporting the delivery of detailed accurate real time information for a special social media APP for smart phones and other devices to ensure that participants at Regional Events can easily locate accurate information to help govern their safe access and egress to and from the regional event they are attending.**

Appendix

Appendix A

Summary of the 2011 Riot Review Recommendations

A. Summary of the 2011 Riot Review Recommendations

SECTION 2: VPD AND CITY PLANS AND WHAT TRANSPIRED

POLICE PLANNING

- 1** The City of Vancouver, its agencies and event partners, should develop a formal risk assessment process as a tool to assist in determining the level of planning effort required, the need for coordination, and the overall resource impact for events in the City of Vancouver. This should include a determination of whether the event requires a regional event public safety plan.
- 2** That the VPD's planning process for major events should include:
 - Early, meaningful consultation with external partners in planning for large events;
 - Strategies to monitor crowd volumes including passenger loads on public transit and aerial views from police aircraft;
 - Contingency plans to respond to a need for an earlier than anticipated deployment;
 - Contingency plans for multiple incidents and multiple locations within an event, followed by table top exercises to test the effectiveness of those plans;
 - An analysis of equipment needs and equipment compatibility issues, in particular when external police services will be deployed;
 - A process to replace faulty equipment; and
 - Clear lines of authority and decision making at all times during the event.
- 3** That the VPD ensure that all members working during a major event, including VPD members and those from external police services, are briefed on the operational plan, roles and responsibilities and contingency plans prior to the event. The briefing should identify the personal issue equipment required and the availability and location of additional protective equipment.
- 4** That the VPD and VFRS explore opportunities to incorporate fire fighters into Public Safety Unit tactical units, similar to the inclusion of BCAS medics. This would allow police, fire and ambulance to "surgically" respond to a range of incidents such as burning cars and injured persons with less risk. In support of this, the VFRS, VPD and BCAS should identify appropriate techniques and equipment that can be employed when large apparatus are not suitable.
- 5** That the VPD, VFRS and BCAS undertake joint crowd control training exercises.
- 6** That the VPD use its communication tools earlier, to help set the tone, inform and provide direction to the crowd.

REGIONAL EVENTS

- 7 The police⁶³ and fire services across the region, together with BC Ambulance, E-Comm and TransLink should together, and under the leadership of the Minister of Public Safety if necessary, develop a framework for mutual aid that can be adapted for regional events.
- 8 The police and fire services across the region, together with BC Ambulance, E-Comm and Translink should conduct mutual aid training exercises to ensure that each organization understands their roles, and that the equipment they use is compatible.
- 9 When an event is deemed to be a regional event, there should be a 'regional event public safety plan' and it should contain mutual aid elements.
- 10 That the Minister of Public Safety and Solicitor General should develop a framework delineating authorities and cost allocation for policing regional events that defines which costs and authorities are municipal and which are provincial.
- 11 Police services in the region should develop a Memoranda of Understanding (MOU) with respect to shared resourcing around security for regional events.
- 12 The RCMP tactical troop and VPD public order unit should train together and develop common tactics they can use as a unit during joint operations.
- 13 That all police services in BC continue to update their training and tactics in keeping with the latest research on crowd behaviour and crowd policing.
- 14 The Minister of Public Safety should, in consultation with the police and fire services of the Metro Vancouver region, BC Ambulance Service, E-Comm, and TransLink, determine the best means of enhancing and institutionalizing collaboration and interoperability throughout the region among those services.
- 15 The process of bringing all police, fire, and ambulance and 911 services in Southwest British Columbia on to a single system should be completed.
- 16 The City should establish a protocol requiring the attendance of senior officials at the EOC in accordance with the preparedness levels.
- 17 We recommend that the municipalities, police and fire services of the Metro Vancouver region, BC Ambulance Service, E-Comm, and TransLink, with the support of the Minister of Public Safety and Solicitor General as required, develop a governance structure to support the implementation of the recommendations in this report regarding regional events.
- 18 We recommend that the Minister of Public Safety and Solicitor General review the requirement that the mayor of a municipality must serve as chair of its police board.

SECTION 3: ALCOHOL

- 19** TransLink should lead a process for the development of best practices for alcoholic beverage interdiction on and around its system. The process should include police services in the region and a senior representative of the Liquor Control and Licensing Branch. That these practices include provisions for collaboration between Transit Police, local police services, private security, and carefully selected and trained volunteers, to ensure ample coverage.
- 20** The Minister of Public Safety should in consultation with municipal leaders, consider legislative authority to prohibit alcoholic beverages on public transit systems, including regional transit systems, on specified occasions or circumstances where it is necessary to give effect to an outlet closure order.
- 21** The Minister of Public Safety should examine whether additional powers of search and seizure are required in order to properly implement recommendations 1 and 2.
- 22** That the practice of alcohol pour-outs continue but that the police make greater use of ticketing for offenders; that appropriate fines be attached to these offences as a deterrent to the behaviour; and that a publicity campaign announce stepped-up enforcement where warranted for a specific type of event.
- 23** That the powers of the General Manager of the Liquor Control and Licensing Branch be reviewed to consider additional powers to dampen the sale and distribution of alcohol for regional events. This review should include enhancement of existing powers and new measures including closures, restricted hours of operation, limits to alcohol purchases and serving sizes, age restrictions, wider inspections of licensed establishments, and measures known to be effective in other jurisdictions.
- 24** That the Government of British Columbia step up public education programs that bring a greater profile to the dangers of alcohol abuse, binge drinking, underage drinking and public intoxication, and initiatives intended to promote moderate and responsible drinking as well as alcohol related crime prevention.
- 25** Excessive drinking should be portrayed among young people the way anti- smoking programs were instituted.
- 26** Moderating and health promotion messaging should be stepped up in the days and weeks prior to a major youth oriented event, particularly targeting youth and their parents, advising of the legal consequences of either transporting alcohol on public transit or being found intoxicated in public. And if the event is related to a sporting event such as hockey or football, encourage the host team or league to participate in the health promotion messaging.
- 27** That the British Columbia government examine the adequacy of existing penalties involving alcohol at public events.

- 28 Alcohol moderation and the problems of public intoxication and underage alcohol abuse should be a priority message for mainstream public-service time, particularly with regard to youth oriented events.

SECTION 4: A FRAMEWORK FOR THE FUTURE

WHEN THE CITY BECOMES A STADIUM

- 29 That the CoV accept and adapt the attached IPS planning framework document and commit to developing a new planning tool with its partners to assist with the timely coordination and delivery of events of a regional nature that it may have to deliver in the future. (For example, Grey Cup 2011, Stanley Cup 2012, etc).
- 30 That the CoV form its own 'Major Event Planning Team' and draw on the considerable skills and abilities of individuals from within its own family to participate such as the PNE, Parks Board, Engineering and others, and that all key agencies provide resources and personnel to this process.
- 31 That the COV in concert with its partners take steps to acquire improved temporary facilities such as fencing, staging, screen, sound and light technology and other amenities to help ensure a better experience for all who attend future region wide celebratory events in the Vancouver downtown.
- 32 That given the stated desire to stage wonderful, safe events that the CoV and partner agencies commit to further education and experiences for key organizers so that we can take advantage of best practices that are currently being followed in other jurisdictions at home and abroad.

THE VOLUNTEER FACTOR

- 33 That the CoV working with multiple partners typically involved in helping to deliver major events of regional interest become cooperative joint sponsors of a new "Everyday Heroes" volunteer initiative to ensure that such a program is developed to meet some of the human and technical needs for staging these events.
- 34 That the partners involved identify through planning the various volunteer positions and confirm the unique skills and characteristics that will be required to fill them.
- 35 That citizens across the region be invited and encouraged to participate in the program and that the numbers recruited include a sizeable contingent of personnel to ensure an ability to respond to any event situation.
- 36 That the program be designed for easy transfer and distribution to other communities across the province.
- 37 That businesses that benefit financially from these events, and professional sports organizations such as the Canucks, be actively encouraged to sponsor this program.

- 38 The City of Vancouver convene a meeting of community groups and business leaders to form an Every Day Heroes working group to take on the coordination task.

JUSTICE FOR THE COMMUNITY

- 39 The Attorney General should establish a procedure or special court specifically for dealing with the prosecution of people accused of a riot-related criminal act that provides crown counsel and judges with a suitable range of processes and sentencing options necessary to:
- respond with appropriate measures to the wide range of criminal acts and criminals; and
 - takes into account the community harm done by the riot.
- 40 In designing this process the Attorney General should consult recognized experts on community justice, the judiciary, affected businesses and residents. And during both the design and operation stage the Attorney General and presiding judge should consult the community with regard to the court and, in particular, Community Work Service projects.

SOCIAL MEDIA AND THE RIOT

- 41 That all the partners involved in delivering and benefiting from regional events commit to the development of a special Twitter-like social media communications tool to be housed at E-Comm and that this initiative be funded properly so as to achieve immediate and continuing maximum impact.

“WE ARE ALL CANUCKS”

- 42 That the Vancouver Canucks be urged to embark on a program of activities using its considerable facilities and influence to encourage year-round responsible fan celebrations and sportsmanship.
- 43 That the NHL be urged to partner with host cities and NHL franchises competing for the Stanley Cup to help ensure the best, safest public celebrations possible. Furthermore, that the league be urged to develop year-round programs that encourage responsible fan behaviour and sportsmanship around the game of professional hockey.

ASSESSING THE ROLE OF MEDIA

- 44 That for all regional events media partners be invited into event planning at the highest level to ensure the information and communication process before, during, and after the event is prepared so as to best help media communicate accurate and timely information to the public at all stages of delivery.
- 45 That all major Vancouver media be encouraged to stage their own regional event round table discussions to develop the best approaches to covering regional events so as to best serve the public good without affecting their ability to report on the unfolding events.

TRANSLINK

- 46 That TransLink and or the Transit Police Service participate as appropriate and necessary in the planning of events deemed regional in nature.
- 47 That TransLink and or the Transit Police Service participate along with other event partners in the coordination and oversight (or command structure) of regional event as appropriate and necessary.
- 48 That TransLink participate as appropriate and necessary in training for mutual aid during regional events.
- 49 That TransLink review its operating strategies for regional event with a view to support front-line workers and build internal capacity and skill to better control passenger volumes and even slow down the system if required for public safety.
- 50 That TransLink look at the possibility for off-loading passengers more widely in downtown to reduce the potential of overcrowding at one location.
- 51 Building on the Olympic experience and success, that TransLink explore the possibility of developing a core of volunteers to support operations during regional events. Roles, training needs, uniforms should be developed to ensure volunteers are supported and to ensure good performance and visibility.
- 52 That the provincial government and TransLink examine the adequacy of rules or policies regarding the consumption or the carrying of alcohol on the Transit system toward a regional event. This includes processes for monitoring and intervention to screen for full compliance.
- 53 That TransLink participate in supporting the delivery of detailed accurate real time information for a special social media APP for smart phones and other devices to ensure that participants at Regional Events can easily locate accurate information to help govern their safe access and egress to and from the "Regional Event" they are attending.

Appendix B

The 1994 Recommendations

B. The 1994 recommendations

Listed in this Appendix are recommendations that resulted from the following five processes:

- After the 1994 Stanley Cup riot, the Attorney General of B.C. ordered the B.C. Police Commission (BCPC) to inquire into its circumstances. The BCPC's report was released in October 1994 and included 32 recommendations relating to planning, the consumption of alcohol, the media, and police tactics, communications, equipment and training.
- The Vancouver Police Department conducted an internal review of its planning and response to the riot. Its report was released in January 1995 and included a total of 97 recommendations aimed at continuing to improve the department's service, in relation to its planning and handling of events of this nature.
- The City of Vancouver undertook a comprehensive review of the management of large events, including significant public consultation. The review resulted in a strategy for intervening with a well-structured event when a major un-hosted gathering is anticipated. The strategy included 20 objectives in the areas of event planning, security, transportation management and communications. The strategy was presented at a Special Meeting of the Council of the City of Vancouver on November 23, 1994 where a motion to approve the strategy was unanimously carried.
- The Vancouver Fire Department completed an after action report examining the department's response the night of the riot and the challenges it faced. The report noted 14 suggested improvements concerning communications, callout and staffing procedures, mutual aid and equipment.
- The Vancouver Fire Fighters Union Local 18, I.A.F.F. also prepared a report documenting its members' experiences the night of the riot. It included 10 recommendations in the areas of staffing, equipment and planning, which were based on the results of a survey of fire fighters.

The B.C. Police Commission recommendations from 1994

Planning

1. That the Vancouver Police Department incorporate into its planning process a method by which to calculate the number of officers that should be deployed for crowd control. Included in the method should be such factors as anticipated size and makeup of the crowd.
- That the Vancouver Police Department incorporate into its planning process a traffic management plan that anticipates traffic problems when a major street is closed for a special event.
- That the City of Vancouver, in cooperation with other city, municipal and provincial agencies, establish an appropriate emergency operations centre in the downtown core which will properly accommodate all necessary user groups and which would include appropriate technology and communications equipment sufficient to properly manage emergency situations in the lower mainland area.
- That when planning for anticipated crowd control problems, such as occurred on June 14th, attention be paid to possible liquor abuse situations and that representatives of the Liquor Distribution Branch and the Liquor Control and Licensing Branch be involved as appropriate.

Alcohol

- That at all major spectator sporting events, including those viewed on a wide-screen television, security personnel be required to check patrons for possession of alcohol when entering the stadium or viewing theatre.
- That at all major spectator sporting events, including those viewed on a wide-screen television, the sponsor be required to provide an adequate police presence at its expense.
- That at all major spectator sporting events, including those viewed on a wide-screen television, security guards and police remove alcohol from those people who are openly drinking in the stands.
- That appropriate measure be taken by police and security personnel on duty, as well as representatives from the Liquor Control and Licensing Branch, to ensure that Section 45 of the Liquor Control and Licensing Act (not permitting a person to become intoxicated) is enforced at major spectator sporting events where alcohol is available for purchase.
- That consideration be given by the police services of the municipalities surrounding Vancouver to undertaking spot checks of vehicles coming into Vancouver during major special events and celebrations in the City of Vancouver.
- That when government liquor outlets are asked to close early, consideration be given by the Liquor Control and Licensing Branch to making similar arrangements for beer and wine stores and off-premises sales in licensed establishments.
- That on evenings of major sporting events in the areas where over consumption in licensed premises can be anticipated, the Liquor Control and Licensing Branch should ensure strict monitoring by representatives of the Liquor Control and Licensing Branch of licensed

premises. When violations are discovered, the branch should penalize violators to the full extent of the law.

- That on evenings of major sporting events in the areas where overconsumption in licensed premises can be anticipated, the Liquor Control and Licensing Branch should consider the use of Section 24(1) of the Liquor Control and Licensing Act to attach special conditions to the liquor licenses of drinking establishments in the areas.
- That B.C. Transit ensure it has sufficient security staff, including Special Provincial Constables, on duty on evenings of major spectator sporting events to adequately enforce provincial legislation and SkyTrain policies related to the use of alcohol on the system.
- That consideration be given by municipal police in the jurisdiction of major SkyTrain stations to have a visible presence on evenings of major spectator sporting events where the abuse of Alcohol is anticipated.

Media

- That in the future when dealing with events where large crowds are anticipated, the Vancouver Police Department media liaison person be apprised by the Field Commander of potential problems anticipated during the evening so that an appropriate media approach may be developed; the media relations person should focus on downplaying any "party atmosphere and portray the event as peaceful and quiet.
- That consideration be given to seeking the cooperation of the media in not locating their cameras in a fixed position. If the cameras remain in a fixed position (for the safety of media personnel, for example) attempts should be made to make them as inconspicuous as possible.
- That all local media outlets be asked to develop and adopt a code of conduct to govern their videotaping of large crowds.

Police Response in the Early Evening

- That police ensure at the outset of an evening where a large gathering is expected that they have sufficient police officers in place on major intersections to enforce motor vehicle laws. Officers should be stationed as a preventative force rather than a reactive force. This will ensure the safety of drivers, their passengers and pedestrians, and prevent congestion that could result in the formation of an unruly crowd.
- That police on crowd management duties be provided with very visible fluorescent vests identifying them as police officers.
- That the Vancouver Police Department communications systems be upgraded to allow for appropriate communication between the Command Centre, regular police officers, specialized units and other agencies involved in crowd control.
- That the City of Vancouver ensure it has an effective public address system to be used in crowd control and other security and safety considerations. This equipment should be portable and adaptable to all types of vehicles including boats and helicopters.
- That the City of Vancouver and adjoining municipalities work towards making their police and other emergency communications systems compatible with one another.

APPENDIX B: The 1994 recommendations

- That all members of the Vancouver Police Department Crowd Control Unit be assigned helmets equipped with build-in radio sets.

Training

- That regular patrol officers be familiarized with the tactics of the Crowd Control Unit, the effects of tear gas and basic crowd control methods.
- That regular patrol officers receive training in crowd control theory, use of riot equipment and their role in supporting the Crowd Control Unit.
- That the Justice Institute of British Columbia provide new recruits with two to four hours of riot training, including formations and the use of riot equipment, and that the necessary funding for this be provided by the provincial government.
- That the Vancouver Crowd Control Unit train its officers to work with the appropriate anti-personnel armament rather than continuing the existing practice of using members of the Emergency Response Team.
- That the Vancouver Police Crowd Control Unit and the R.C.M.P. Tactical Troop continue joint training in crowd control methods. Arrest teams should be trained to work with the R.C.M.P. tactical teams and with police dogs.
- That the 12 municipalities policed by independent municipal police services ensure they have current written protocols with the R.C.M.P. outlining joint training and operational requirements in situations of civil disturbances.

Equipment

- That the use of plastic baton ammunition in the Arwen 37 weapon for crowd control purposes be reconsidered. The Arwen gun should be retained for use by the Emergency Response Team in hostage and similar tactical situations.
- That the quality and quantity of equipment for use in crowd control situations be reviewed on a regular basis and specifically before an anticipated event to ensure that it is in good working order and that there is sufficient supply in accordance with any plans or procedures.
- That the equipment truck remain in contact with and in close proximity to the Crowd Control Unit throughout deployment.

1994 VPD recommendations

Operational Plan

- 1.1 Operational Auxiliary Section establish guidelines for Operational Plans which include:
 - a) Minimum deployment standards for all ranks;
 - b) Detailed position descriptions including duties, responsibilities, and levels of authority;
 - c) Detailed contingency planning in the event of a major incident;
 - d) Standards for briefings including time frames and support documentation.
- 1.2 Purchase the necessary computer equipment and software support program to assist in expeditious planning. Note: It is the Review Teams' opinion that planning will NOT improve significantly without computer based support.

Intelligence Gathering

- 2 *Removed from document to protect law enforcement interests.*

Command Room/ Operations Centre

- 3.1 The Department actively seek the construction of a regional Operations Centre that is purpose built in size and design for major multi-agency responses to incidents.
- 3.2 As an interim measure, the Communications Inspector identify all alternatives to the present situation including:
 - a) Other rooms available in proximity to the Command Room;
 - b) A backup to CAD system;
 - c) Increased dedicated phone lines; and
 - d) Alternative placement of other agency radio systems.
- 3.3 The Communications Staff research methods of providing the Operations Commander with a visual representation of the events as they occur. Options should include technological solutions such as computers and electronic visual aids
- 3.4 OAS in consultation with the Communications Officer and staff identify positions to be included in the Operational Plan for activation of the Command Room as a Police Major Incident Operations Centre. These positions should include:
 - a) Deputy Operations Commander (OAS Inspector is recommended);
 - b) Communications Officer;
 - c) Regional 911 NCO other than on-duty NCO;
 - d) Logistics Officer;
 - e) Scribe (at least one); and
 - f) Runner(s).

This review should include the identification of support staff whose presence in the Command

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Room is deemed non-essential and identify alternative locations.

- 3.5 Provide security for the Command Room to limit access by non-essential personnel.
- 3.6 Assign an experienced Chief Dispatcher to the tactical dispatch position in the Command Room with a Senior Communications Operator double plugged for entering information on CAD.
- 3.7 Include within the Operational Plan detailed job descriptions of positions within the Operations Centre.
- 3.8 Ensure the Operations Commander is assigned a trained scribe.
- 3.9 Communications Centre to coordinate a pre-event placement and testing of other agency radio systems.

Regional 9-1-1 Centre

- 4.1 The Communications Inspector include a review of staffing in the Regional 911 Centre in any operational planning.
- 4.2 Those responsible for maintaining operations in the Regional Centre during an event (NCO, Communications Operator III) be consulted in any operational planning.

Policing Special Events

- 5.1 The Department, in liaison with appropriate City departments and Provincial agencies, establish minimum deployment standards for police at public or private events, particularly those selling liquor, and provide necessary legislation to ensure compliance.

Traffic Planning

- 6.1 The Operational Plan include a definitive Traffic Management Strategy including contingency plans for off-site problems and major rerouting of traffic from designated areas.
- 6.2 The [Operational] Plan include a clear statement of policy on the level of enforcement to be maintained so that there is consistent application of the policy.
- 6.3 The [Operational] Plan include defined perimeters for traffic shut down if required. This plan should include, where possible, the use of Reserve members.
- 6.4 The Department establish a policy regarding the use of Reserves for traffic control during major incidents and civil disturbances.

Deployment of Police Personnel

- 7.1 Planning include backup personnel who are available in the event of additional deployment

needs.

- 7.2 OAS review the criteria for establishing duty hours and number of members required to ensure a police presence consistent with the expected size and nature of the crowd.
- 7.3 Deployment planning include early monitoring of licensed premises and enforcement where appropriate. This activity should include Provincial Inspectors.
- 7.4 Briefings to NCOs include placement of members to ensure high visibility.
- 7.5 Issue all uniform members with fluorescent vests which will be worn during large crowd control events.
- 7.6 Issue all non-uniform members with highly visible “raid” jackets clearly marked POLICE for deployment with uniform members.

Monitoring and Reporting of Activities

- 8.1 Identify members in advance to be responsible for gathering and passing timely intelligence to the Operations Centre
- 8.2 Identify a position within the Operations Centre structure to be responsible for coordinating information from the field and the Regional 911 Centre and to prepare briefings as required for the Operations Commander.
- 8.3 Include in NCO briefings the systems for ensuring field observations are communicated to the Operations Centre.

Command and Control

- 9.1 Ensure that the Operational Plan contains:
 - a) clearly defined command structure; and
 - b) clearly stated responsibilities and levels of authority for each position.
- 9.2 Ensure that unity of command is maintained in all circumstances, but in particular where officer safety is at risk. The steps to be taken should include but not be restricted to:
 - a) ensuring adequate radio communications between all command and supervisory ranks;
 - b) ensuring the Field Commander is equipped to receive and document all information required for decision making;
 - c) ensuring all supervisors are briefed prior to the event on the command structure with emphasis on reporting; and
 - d) ensuring all command officers are trained in all aspects of dealing with civil disorders with emphasis on tactical deployment.

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Use of the Crowd Control Unit

- 10.1 Increase the members in the Crowd Control Unit to 70 so a call out can field sufficient personnel to operate safely and effectively as two units.
- 10.2 A Crowd Control Unity Policy Manual, before adoption, must include a statement on the conditions and criteria under which the Crowd Control Unit will be deployed. Those conditions and criteria should specify deployment only in a “tactical crowd control capacity” and in full tactical gear.

Warnings

- 11.1 Ensure that a public address system of sufficient power be used in civil disorder is acquired through purchase or rental.
- 11.2 Tactical planning including a warning system to advise all police members of the use of chemical agents or of any other tactical action being taken.

Riot Act

- 12.1 The Department seek independent legal opinion regarding:
 - a) the legal definition of a “riot”
 - b) the “Riot Act”
 - c) the implications for police officers, and their duties and powers, associated with the reading of the “Riot Act”; and
 - d) the obligations of the gathered citizens during such an incident.
- 12.2 Subsequent to legal opinion(s) being rendered on the above issues, the Department should publicize the legal responsibilities of citizens when they find themselves in either an unlawful assembly or riot.

Use of Chemical Agents

- 13.1 Chemical Agents be maintained as a use of force option by the Crowd Control Unit
- 13.2 Crowd Control Unit develop procedures for a resupply van to accompany the Unit into tactical situations
- 13.3 Budget review include purchase of gas of a sufficient quantity to allow rotation of stocks to preclude stale dated munitions.
- 13.4 Whenever an operation with the potential for gas deployment is being planned, the Business Liaison Unit contact the appropriate downtown hotels, businesses and building managers. In addition to the notification regarding the potential for the deployment of chemical agents, the Business Liaison Unit should direct those contacted to consider their ventilation systems

regarding the air intake.

Use of Stand off Weapons

- 14.1 The Crowd Control Unit maintain the ARWEN as a component of the Unit until such time as a more effective alternative is identified.
- 14.2 The ARWEN continue to be used only by trained ERT members deployed in support of the Crowd Control Unit.

Coordination of Crowd Control Unit and RCMP Tactical Troop

- 15.1 Budget review include that the Crowd Control Unit purchases include a radio system for the Crowd Control Unit that is both effective and compatible with both the RCMP and VPD systems.
- 15.2 Operations Centre duties include the identification of escape routes and dissemination of that information to the Field Commander and supervisors to ensure expeditious evacuation of personnel from contaminated areas.
- 15.3 Field Commander duties and responsibilities include the coordination of all deployed crowd control teams subject to operational exigencies as determined by the Crowd Control Unit Commander.

Crowd Control Unit Equipment Recommendation

- 16.1 Crowd Control Unit equipment be upgraded to a level consistent with those recommended in “Equipment and Training Needs Regarding Civil Disturbances” in Appendix G pages 3-10.

Crowd Control Unit Training

- 17.1 The Training be expanded to 5 days from the current 4 to facilitate a combined training day with the RCMP Tactical Troop. In the event of an increase in manpower, a 5th training day will be required for the Crowd Control Unit, plus one day for joint training.

Use of Horses and Dogs in Crowd Control

- 18.1 The use of horses should only be as a visual presence during low level threat crowd situations and Department policy should be amended to reflect this.
- 18.2 Dogs should not be used in crowd control.

Equipment – Non Crowd Control Unit Personnel

- 19.1 Gas masks, helmets, gloves and batons to be issued to all members who will be placed in proximity of a known or suspected hostile crowd.

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- 19.2 All crowd control equipment be inspected and inventoried annually.
- 19.3 Inventory current equipment and purchase helmets, batons, gas masks, and gloves to outfit 200 Patrol members.
- 19.4 Ensure an agreement is in place with the military for the use of an additional 100 gas masks.
- 19.5 Establish a central storage area for crowd control equipment that will prevent the deterioration of the equipment.
- 19.6 Develop a rapid dispersal procedure for crowd control equipment.

Training – Non Crowd Control Personnel

- 20.1 The Patrol Division, in consultation with the Training Section, establish a basic 10 hour training program for Patrol and Traffic members as proposed in “Equipment and Training Needs Regarding Civil Disturbances” in Appendix G, pages 13-14.
- 20.2 Training be provided for Patrol and Traffic NCOs as per page 15 of above reference.
- 20.3 Training be provided for Officers and Staff Sergeants as per page 16 and 17 of above reference
- 20.4 Staff Development Section establishes an audit system to ensure new members/NCOs to Patrol and Traffic receive training at the earliest opportunity.

Communications

- 21.1 The Department actively seek the establishment of regional radio frequencies which could be used by all municipal departments and the RCMP during major events involving multiple police services or during cross boundary activities such as vehicle pursuits.
- 21.2 Equip the Crowd Control Unit with helmet radio systems capable of operating with gas masks.
- 21.3 Assess the capability of multi channel use during major incidents.
- 21.4 Establish the number of portable radios capable of receiving an ear-piece and acquire sufficient ear-pieces for these radios. Thereafter, portable radio tender specifications include the capability of accepting an ear-piece.
- 21.5 Establish procedures through issue of police radios, contact with members or other methods such as leasing police frequency compatible radios/scanners for ensuring Reserve members are not placed at risk due to lack of information which is being relayed on police radios.

Phone Fan Out System

- 22.1 The fan out system be reviewed to determine the appropriateness of the current model.
- 22.2 The review of the fan out procedures include written guidelines and an audit system for ensuring fan out phone lists within the Communications Center and Public Information Counter are updated monthly.
- 22.3 The Operational Plan include:
 - a) a call out or standby Officer responsible for fan outs;
 - b) a detailed job description of the duties, responsibilities and authority of that Officer including criteria for selection (e.g., Bureau of Operations); and
 - c) a logistical support plan for fan out.
- 22.4 Prepare a fan out kit similar to disaster or homicide kits containing all administrative materials necessary to activate a deployment centre for a fan out.
- 22.5 Designate an Officer within the Operations Centre to be responsible for fully briefing the fan out Officer upon his arrival on current field situation and deployment strategies.
- 22.6 Develop procedures for deployment of on-duty resources to major incidents including but not restricted to:
 - a) criteria for determining available units;
 - b) establishing mustering stations;
 - c) communications systems; and
 - d) logistical support.

Prisoner Transport and Detention

- 23.1 Increase the number of wagons when the potential for mass arrests exists through review/redeployment of Department resources and loans.
- 23.2 Equip all wagons with emergency equipment if possible.
- 23.3 Provide wagon drivers with gas masks and helmets if deployed in the riot zone.
- 23.4 Include within the Operational Plan detailed staffing, assignments, standby locations, identification of arrestees (Ident photos/video), recording of arrest, lock up facilities, and transport procedures including separation of males/females, and adults/young offenders.

Transit System

- 24.1 The Department facilitate a strategies meeting between B.C. Transit, SkyTrain, and neighbouring police services to establish the protocol for coordinated enforcement on transit systems during major events.

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- 24.2 The Department facilitate a strategies meeting between B.C. Transit and SkyTrain to establish procedures for movement of large groups of people from critical areas in the event of a transit shutdown in the area.
- 24.3 The Department facilitate a strategies meeting between itself and neighbouring agencies to establish enforcement strategies for public highways during major events.

Role of the Duty Officer Recommendation

- 25.1 The role of the Duty Officer be included in the Operational Plan with emphasis on the responsibility for the deployment of resources outside of the special event site.

Police Service to Non Riot Areas

- 26.1 The Patrol Division establish a minimum level of deployment during critical incidents which the Duty Officer will be responsible to maintain.
- 26.2 A contingency plan be developed to deploy non-uniform members in the field to replace uniform members during critical incidents.
- 26.3 Staff Development establish criteria for the identification of non-uniform members' suitability for deployment to field duties.

Post Critical Incident Trauma

- 27.1 The Operational Plan include pre-planning for ensuring attendance of sufficient Post Critical Incident Team members if required through stand-by or pager system.
- 27.2 Develop a mass demobilization strategy for major events.
- 27.3 Develop a mass debriefing strategy including identification of all members.
- 27.4 Review the concept of mandatory attendance at debriefings.
- 27.5 Ensure the Staff Development Officer is apprised of all circumstances involving a major incident demobilization and debriefings.
- 27.6 Identify "at risk" groups and budget for educational sessions (e.g., Crowd Control Unit).
- 27.7 Liaise with Social Planning to establish a protocol for dealing with mass public trauma through victimization or involuntary involvement in a riot.

Media

- 28.1 Operational Plan should include a "position statement" for release by the Media Liaison Officer

(MLO) to the media (e.g., Zero Tolerance).

- 28.2 The Department maintain sole jurisdiction over the restricted area and if necessary, limit or exclude media equipment or personnel. Cameras should be restricted to mobile rather than fixed location.
- 28.3 Ensure that MLO receives all tactical or other relevant information to ensure appropriate responses to media questions.
- 28.4 Ensure MLO is part of all briefings prior to the event including a review of the Operational Plan.
- 28.5 Ensure MLO in the field has an Information Assistant in the Operations Centre.
- 28.6 Operations Centre Information Assistant prepares briefing packages for the press for immediate post event release by the MLO.
- 28.7 The Chief Constable should be available to the media on a limited basis as events dictate.
- 28.8 Community Services Section be responsible for ensuring that all forms of recognition or support are communicated or passed on to those for whom they were meant, if appropriate.

1994 City of Vancouver recommendations

- A. That council approve the general strategy for unhosted large gatherings, outline in this (administrative) report.
- B. That council direct the identified lead departments to report back in six months with detailed implementation plans.

Event Planning Strategy Objectives

- 1.1 To devise model programs and budgets for activities which could be delivered on short notice to a target audience of youth, area residents, and families.
- 1.2 To document how potential entertainment and activities should be planned and geographically located so as to draw and disperse large crowds; to document information about possible venues, equipment requirements, optimal number and size of crowd, etc.
- 1.3 To plan how entertainment and activities would be advertised and promoted, bearing in mind this may have to be done on short notice.
- 1.4 To arrange funding commitments as appropriate (eg. Corporate Sponsors, Sport Franchises, Area Merchants).
- 1.5 With young people, to identify how the event will be promoted to youth; what entertainment and activities will be directed at, or provided by, youth; whether youth will assist at the event, for example as event marshals, etc.
- 1.6 Document a plan to heighten awareness of the “Serving it Right” program among local pubs and restaurants, prior to an anticipated event.
- 1.7 To develop and document a volunteer plan which identifies the assistance they can provide.

Security Strategy Objectives

- 2.1 Document a plan for notifying local merchants, businesses and neighbourhoods of a potential gathering and providing them with strategies to minimize personal and property damage.
- 2.2 On conjunction with the City Law Department prepare a by-law to ensure adequate use of police security at large assembly venues.
- 2.3 In conjunction with BC transit document a plan for ensuring adequate security and control in and around Skytrain stations when large gatherings are anticipated.

- 2.4 Investigate the feasibility of police checkpoints on major arteries into downtown when large crowds are anticipated and develop a plan as appropriate.
- 2.5 Document a plan to facilitate communication with the crowd, if it becomes necessary to convey important safety information.
- 2.6 Document a plan for boarding buildings, removal of potential hazards, and post event cleanup.

Transportation Management Strategy Objectives

- 3.1 Develop a transportation strategy for the downtown core which contemplates the presence of large crowds and provide for such street closures as are deemed necessary as well as emergency access and egress routes for emergency vehicles and pedestrians.
- 3.2 Identify other areas in the city where a traffic strategy would be needed as part of this overall strategy.
- 3.3 Develop a communication strategy to ensure that residents are aware of traffic plans, transit changes etc.

Communication Strategy Objectives

- 4.1 To document a system whereby information can be quickly and widely disseminated to selected agencies (eg. News, current affairs, public service, etc.) of all major media outlets, including those oriented to youth, such as “FOX” and “Z” radio.
- 4.2 To develop a checklist of information to be communicated in advance of any large gathering, including such things as street closures, changes to Skytrain or transit schedules, identification of on-site emergency medical aid, location of entertainment, etc.
- 4.3 To document a plan for promoting a “celebrate safely” message, in advance of the anticipated gathering and at expected feeder sites. This may include increased promotion of such programs as “Drinking and Driving Counter Attack” and “Game Plan: Safe Ride Home”.
- 4.4 To document a system for monitoring the effectiveness of the communication plan.

1994 Vancouver Fire Department recommendations

- 1 A more powerful backup VFD radio is required at EOC for link to dispatch of field incident commanders.
- 2 Emergency callout should include at least one more dispatcher for the VFD dispatch centre. If forewarned, the callout should be before the event.
- 3 Incidents should be entered into CAD by the VFD Dispatcher located at the EOC.
- 4 A re-prioritization of callout personnel should be carried out as to what apparatus to staff, what staffing levels should apparatus be staffed to in an emergency, as well as, what geographical residential areas should personnel be called from.
- 5 Mutual aid effectiveness could be increased by addressing the issues of compatibility of tactical/dispatch radios, master firehall keying system, common maps, practicing of mutual aid exercises, exercising of automatic mutual aid near municipal boundary areas, more fire department mutual aid emergency planning and standards involvement by the B.C. Fire Commissioner's Office, and repositioning of all VFD emergency portable radios among VFD boundary firehalls.
- 6 Higher staffing levels when a high usage night is probable.
- 7 The EOC did not show rover boundaries of the riot incident.
- 8 The realization that there might be calls responded to which in the heat of the moment did not get entered into the CADS.
- 9 Start a replacement program of cell phones for those currently in place on Battalion and Assistant Chief Cars. EOC had difficulty contacting on-scene commanders directly by cell.
- 10 Call out all available fire investigators to meet and maintain currency of cause determinations at high volume time periods.
- 11 Upgrade all spare apparatus equipment in order that it may be used in the same manner as hosewagons, that is, fully equipped and only lacking staffing to become operational.
- 12 Call out Fire prevention personnel to act as aides at the EOC and at Fire Headquarters.

- 13 More formalized dispatch computer links should be established with BCAS if and when they go to CADs.
- 14 Establishment of two more tactical channels able to be monitored by Dispatch.

1994 Vancouver Fire Fighters Union recommendations

1. Increased unit staffing

Lack of staffing was a significant concern of the membership. Unit staffing was considered to be too low by 68% of those who responded in the riot area and by 60% of those who responded outside that area. In neither of those two groups was there a single member who thought staffing was excessive.

2. Plan to deal with major incidents including riots

In the view of the membership there was no plan for the proper handling of such a situation. The development of "task forces" to respond from #7 hall was developed "on the fly" and that seemed to characterize how the evening developed. That (#7 hall) was the only hall that had such task forces established even though #8 and #2 halls were also responding into the same area and meeting the same conditions.

Fire Fighters should also receive training in dealing with unruly crowds.

3. Refreshments and recuperation for crews

The matter of properly relieving crews who have worked long hours at very grueling work must be addressed. A much better system of rotating fire crews should be implemented. In addition worn out, wet and dirty crews should not be forced to stage in readiness for additional alarms on a street corner. Mobile units to support dry clothing, warm nourishment and washroom facilities must be found.

4. Consultation with front line fire fighters

The anger felt by members who were not consulted by the senior staff following the incident was extremely high. There must be a commitment by upper management to actively solicit the opinions of the membership following such incidents. The system of critiques which was used in the past has been eliminated.

5. Better communications system

Almost everyone thought the communication system was totally inadequate for the task. Of those who responded in the riot area, 83% found it inadequate. The solution must lie in more dedicated, repeated radio channels along with the dispatch capability to handle this.

In addition communication capability between the Fire department, Ambulance and Police absolutely needs to be in place. It is a practical impossibility to work with another unit without radio contact.

6. Tear gas procedures

Tear gas procedures need to be developed and taught to fire fighters. Of the fire fighters who responded in the riot area, 64% were exposed to tear gas, some up to three times. Procedures for the treatment of such exposures are required. Alternate types of masks should also be reviewed.

7. Mutual aid procedures

Mutual aid was a last minute thought that would not have worked effectively if it had been required. Responding companies did not have communication systems that would have worked nor did they have map books or any idea of our communication systems or fire scene protocols.

8. Better and additional equipment

A mobile air unit such as the ones currently in service in Burnaby and Surrey is an absolute must for a city like Vancouver. Additional Jaws of Life should be also purchased and installed on the other apparatus.

9. Better reserve equipment

There are only two old, engines (hose wagons) held in reserve for major incidents. Members reported that these did not have a full complement of equipment, lacking lights, axes, belts, and other equipment.

10. More reserve equipment

The amount of equipment that could be commissioned in such an emergency should certainly be increased. For example there are other older spare engines and ladders that could be utilized if only they could be equipped with the various small equipment that is required.

Appendix C

Review Methodology

C. Review Methodology

On June 20th 2011 the Provincial Government, the City of Vancouver, and the Vancouver Police Board jointly issued a news release announcing an independent review of the riot, the scope for the review, and a deadline of August 31st 2011. The review officially began on June 30th when the co-chairs met for the first time.

Throughout the course of the two months that followed, the co-chairs, assisted by a team carried out the review on several front. Reviewers conducted numerous interviews, reviewed more than 750 documents, visited key downtown sites related to the events of June 15th, attended City-hosted forums on different topics, observed police and City operations during the Celebration of Lights, surveyed first responders from BC Ambulance Service, Vancouver Fire and Rescue Services, and considered input from the public.

The co-chairs, Douglas J. Keefe, Q.C., and John Furlong were assisted by the review team consisting of seconded research and support staff from the provincial government Ministry of Public Safety and Solicitor General, and a contracted writer and editor. In addition, two senior officers from the Ottawa Police Service conducted a review and analysis of the VPD operational plans and operations, and a contracted event planning team examined the City of Vancouver plans and operations.

On-site visits

On the day of the first meeting the co-chair toured the Downtown Vancouver areas that had been the site of riots only two short weeks ago. Throughout the review they visited E-Comm facilities, the Vancouver Police Department Operation Centre, the City of Vancouver Emergency Operation Centre (located in the E-Comm facility).

Also, one of the co-chair witnessed crowd-management operations during the evening of the July 30, 2011 Celebration of Light's fireworks. This included a visit of the Vancouver Department Operation Centre, observations in different areas of the city including observing police operations on the beach and a viewpoint from the roof of a downtown building.

Interviews, meetings, and forums

The reviewers had many formal and informal conversations with many people. Several interviews were conducted with the representative from the following organizations:

- » City of Vancouver officials:
 - Mayor
 - City Manager
 - General Manager, Engineering Services
- » Committee members of the City of Vancouver's Festival Expedition Staff Team (FEST)
- » the Vancouver Police Department:
 - Chief Constable
 - Deputy Chief Constable, Commanding Operation Division
 - Deputy Chief Constable, Support Services Division
 - Vancouver Police Officers Union (the Vancouver Police Association also contributed)

- » Vancouver Police Board:
 - Chair of the Vancouver Police Board (Mayor of the City of Vancouver)
- » Royal Canadian Mounted Police (E Division)
 - Assistant Commissioner, District Commander, Lower Mainland District
 - Assistant Commissioner, Officer In Charge, Criminal Operations
- » Vancouver Fire and Rescue Services:
 - Fire Chief and General Manager
 - Assistant General Manager and Deputy Chief, Emergency Operations
 - Assistant General Manager and Deputy Chief, Community Safety
- » Emergency Management BC (BC Ministry of Public Safety and Solicitor General):
 - Senior Regional Manager, Provincial Emergency Program.
- » Liquor Control and Licensing Branch (BC Ministry of Public Safety and Solicitor General):
 - Assistant Deputy Minister
- » Police Services Division (BC Ministry of Public Safety and Solicitor General):
 - Director of Police Services and Assistant Deputy Minister.
- » E-Comm:
 - President and Chief Executive Officer
 - Operations Manager
- » TransLink:
 - Chief Operating Officer
- » Downtown Vancouver Business Improvement Association:
 - Executive Director
 - Security Consultant
- » Hockey organizations:
 - Commissioner, National Hockey League
 - Chief Operating Officer, Vancouver Canucks
- » Media and Telecommunication organizations
 - Managing Director, CBC British Columbia
 - Person in charge of English Communication, CBC British Columbia
 - Publisher, Vancouver Sun and the Province
- » The Bay (Georgia and Granville location):
 - Store Director
- » London Drugs (Georgia and Granville location):
 - Senior Vice President Operations Distribution Centre and E-Commerce
 - General Manager, Loss Prevention
- » Professor and Director of the School of Criminology at Simon Fraser University, the current Vancouver-Fraserview MLA, a former Chief Constable of the Vancouver Police Department, and a Eitzen & Associates Consulting LTD consultant.

The City of Vancouver consulted with various stakeholders to discuss the impact of the riot and to examine options for the future. Round tables that included the following groups attended as observers:

- » the liquor industry and health sector,
- » the group of professional and amateur sport organizations

Review of Key Documents

The review received and examined more than 700 documents from:

- » City of Vancouver
- » Vancouver Police Department
- » Vancouver Police Board
- » Royal Canadian Mounted Police
- » Vancouver Fire and Rescue Services
- » BC Ambulance Service
- » Emergency Management BC (BC Ministry of Public Safety and Solicitor General)
- » Liquor Control and Licensing Branch (BC Ministry of Public Safety and Solicitor General)
- » Police Services Division (BC Ministry of Public Safety and Solicitor General)
- » E-Comm
- » TransLink,
- » South Coast BC Transportation Authority Police Service (SCBCTAPS or Transit Police Service)
- » Downtown Vancouver Business Association
- » Vancouver Coastal Health
- » BC Police Commission (1994 documents)

Review of the literature on crowd psychology and the policing of crowds

Twenty three research articles and major reports were reviewed to examine current theories and understanding of crowd management from a policing perspective and crowd psychology. A 12-page paper was written and used as a reference and foundation to provide context for the reviewers.

Emergency Workers Response Survey

Input from first responders that worked downtown Vancouver the night of June 15th was important to the reviewers. The Vancouver Police Department (VPD) conducted a survey of its police officers and those from other jurisdictions that were on duty the day or evening of Game 7. The review team used comparable questions to survey first responders from the B.C. Ambulance Service and Vancouver Fire and Rescue Services (VFRS).

The surveys were sent using SurveyMonkey® for the BCAS but printed and filled manually for the VFRS because firewall issues prevented its use in that agency. Twenty-nine first responders from BCAS filled surveys, while the 26 filled it for VFRS. All respondents but one from BCAS were on duty that night.

Although the VPD conducted the survey of police officers, we also examined the results. In total, 339 VPD police officers and 54 from other police services completed the surveys. All were on duty the night of June 15th.

Submissions from the General Public

The reviewers invited input from the public. The review team created a generic email address (***yourcomments.riotreview@gov.bc.ca***) and a P.O. box to ensure people could write anonymously if they wished to do so. This information was posted on July 14th 2011 on the website and the provincial government also assisted in making the information public by issuing a news release. Some news outlets carried the information in online, radio, and printed articles. Contributions that aligned with the terms of reference of the Review were encouraged. All submissions received before August 12th were considered in the review.

Between July 14th and August 12th we received a total of 85 submissions, the great majority received through email and some through regular mail.

We drew broad themes from the submissions. It is important to note that public voluntarily provided information and opinions on the basis of self-selection and therefore it is not possible to make inference or generalization from the opinions we received to the public at large.

No demographic information was collected or is available about those who submitted input.

Appendix D

News Releases About the Riot Review

Three news releases were circulated in regards to the establishment of the Review, the naming of its Co-Chairs, and its activities in gathering information from the public. Those releases are included here.



INFORMATION BULLETIN

2011PSSG0081-000772
June 28, 2011

Ministry of Public Safety and Solicitor General
City of Vancouver
Vancouver Police Board

Keefe, Furlong to co-chair riot review

VICTORIA -- Doug Keefe, former Nova Scotia deputy attorney general, and John Furlong, former head of VANOC, will co-chair the independent review of the planning and activities before Game Seven of the Stanley Cup Final, and the violence that followed.

Both co-chairs bring different but complementary sets of skills and experience. The combination of an out-of-province perspective and local knowledge will help ensure the review will achieve its terms of reference by Aug. 31.

Doug Keefe, QC, has led a number of high-profile commissions, investigations and task forces in Nova Scotia. Keefe established the inquiry into the 1992 Westray Mine disaster, in which 26 miners died as the result of a methane explosion, and oversaw the Nova Scotia government's participation in the inquiry and response. He also played a key role in support of Nova Scotia's chief medical examiner immediately following the Swissair Flight 111 crash of 1998, in which all 229 aboard died.

Keefe spent nearly 30 years with the Government of Nova Scotia, including seven years as deputy minister of justice and deputy attorney general and eight years as executive director of legal services and victim services. In these roles, he helped to lead consultations and negotiations with a wide range of stakeholders, with interests ranging from Aboriginal hunting to offshore petroleum agreements.

John Furlong, OC, OBC, led the Vancouver 2010 Bid Committee from 2001-04, then served as president and CEO of the Vancouver Organizing Committee (VANOC). This work required significant co-ordination of government agencies, including police forces and security agencies, to stage large, safe public events and celebrations. In 2010, Furlong became an Officer of the Order of Canada and received the Order of B.C.

The Province, City of Vancouver and Vancouver Police Department are committed to fully co-operating with Keefe and Furlong toward the timely completion of their review. As announced June 20, they will report out to the Province, City and Vancouver Police Board by Aug. 31, 2011. The report will be made public.

The Ministry of Public Safety and Solicitor General is providing the review team with office space and administrative support. The ministry is also working to identify technical experts in police operations and crowd management that the co-chairs may wish to access in support of their review. The ministry has also begun to provide Keefe and Furlong with background materials to ensure they have all the tools and support necessary to begin work immediately.

Further to the general details of the review's scope released earlier, the Province, City and Police Board today released the full terms of reference for the review. These are attached.

Learn More:

- View the June 20 joint news release announcing the scope of the independent review:
http://www2.news.gov.bc.ca/news_releases_2009-2013/2011PSSG0079-000752.htm

Contact:

Government Communications and Public Engagement
Ministry of Public Safety and Solicitor General
250 356-6961

City of Vancouver
Corporate Communications
604 871-6336
media@vancouver.ca

A backgrounder with the Review Terms of Reference is attached.

BACKGROUND

Riot Review Terms of Reference

The Premier, Solicitor General, Mayor and Vancouver Police Board Chair, and the Chief Constable committed to the citizens, residents and the businesses of Vancouver that the experience of the riot following the Stanley Cup Final on Wednesday, June 15, will be subject to a rigorous and independent review.

The Premier and Mayor also agreed that this unfortunate event involved more than just Vancouver and that the learnings will be important for all communities in the province.

The public and business sector from Vancouver and beyond have been clear since the event. They know that the events that unfolded were unacceptable, put the public at risk, damaged public and private property and impacted the City's reputation. However, they don't believe that what happened represents the vision and values of the City of Vancouver and British Columbians should not shy away from the opportunities of celebration in their public spaces.

Several changes have been made in Vancouver's public safety infrastructure and processes in response to the Police Commission Report on the 1994 Stanley Cup riot. These have allowed the public to safely enjoy numerous very large events in public space over the last few years – the Celebration of Light, the Olympic experience and the first six days of the 2011 Stanley Cup finals being important examples. However, further changes may be necessary in light of the June 15 experience and a multi-sectoral approach is required.

There is global expertise in Vancouver and other jurisdictions on managing major events, which needs to be tapped to ensure we continue to integrate emerging best practices in crowd management, policing, public safety and transportation management into major event planning. Predicting the behaviour of crowds of people in different gatherings is an area of science and the latest information should be considered in our review, including strategies to address the presence of criminal elements that purposely plan to disrupt public events.

We have asked John Furlong, OC, OBC, and Douglas Keefe, QC, to undertake an Independent Review with a report made public to City Council, the Police Board and the Solicitor General by Aug. 31, 2011.

The scope of the Independent Review will be focused on the following four areas:

1. The learnings from the 1994 riot and how were they integrated into our planning for this event.
2. The foundational elements of the VPD/city plans for the event and the relationship of those plans to what transpired in the lead-up and during the riots.
3. The availability of liquor at public events and the contribution this made to the events that unfolded.
4. Looking forward, a framework for how the City of Vancouver and the VPD work with the appropriate partners to optimize the safe, inclusive and enjoyable participation of our public in celebrations in the public spaces for which our City is world-renowned.

The review will be based on the assumption that Vancouver will continue to be a city that wants to continue to experience the full use of our vibrant public spaces to celebrate safely and responsibly.

Connect with the Province of B.C. at: www.gov.bc.ca/connect



INFORMATION BULLETIN

2011PSSG0091-000870
July 14, 2011

Ministry of Public Safety and Solicitor General
City of Vancouver
Vancouver Police Board

Riot reviewers' website launched, accepts public input

VANCOUVER – Citizens with information or perspectives to share with independent Vancouver riot reviewers Doug Keefe, QC, and John Furlong now have an online option.

The riot review website – www.pssg.gov.bc.ca/vancouverriotreview/ – contains information about the review and allows the public to email the reviewers directly. People can also send regular mail to the post office box listed on the website.

On June 20, the Province, the City of Vancouver and the Vancouver Police Board announced an independent review of the planning and activities that led up to the Stanley Cup final game June 15, and the violence that followed.

Keefe, a former Nova Scotia deputy attorney general, and Furlong, former head of the Vancouver Olympic Committee (VANOC), are co-chairing the review and will report out by the end of August.

Contact: Government Communications and Public Engagement
Ministry of Public Safety and Solicitor General
250 356-6961

Connect with the Province of B.C. at: www.gov.bc.ca/connect



NEWS RELEASE

For Immediate Release
2011PSSG0079-000752
June 20, 2011

Ministry of Public Safety and Solicitor General
City of Vancouver
Vancouver Police Department

Scope of independent riot review announced

VANCOUVER – The Province, City of Vancouver and Vancouver Police Board today announced details of the scope of an independent review of the planning and activities that led up to, and the violence that followed, the Stanley Cup final game June 15.

The review will focus on:

- The learnings from the 1994 riot and how were they integrated into the planning for the Game Seven celebrations.
- The foundational elements of the Vancouver Police Department (VPD)/City plans for the event and the relationship of those plans to what transpired in the lead-up to and during the riots.
- The availability of liquor at public events and the contribution this made to the events that unfolded.
- Looking forward, a framework for how the City of Vancouver and the VPD work with the appropriate partners to optimize the safe, inclusive and enjoyable participation of the public in celebrations in the public spaces for which Vancouver is world-renowned.

Premier Christy Clark has committed funding for this independent review. The party who will lead it will be announced in the coming days, and will report out to the Province, City and Police Board by Aug. 31, 2011. The report will be made public.

Quotes:

Solicitor General Shirley Bond –

“Shameful acts like those seen around the world demand a tough, independent and critical eye – and that’s exactly what we expect this review to deliver. It must look back, given the events 17 years before and the many reviews that followed. And it must look forward, to ensure Vancouver reclaims its place on the world stage as a vibrant, safe city in which to celebrate, no matter the nature of the event or the size of the crowd.”

Vancouver Mayor and Police Board chair Gregor Robertson –

“The shameful acts of hundreds of people who attacked our city last Wednesday, which included a group of people intent on inciting violence, have outraged us all. It is critical to our city, to our business community, and to our citizens that we have a thorough and complete review of all aspects of the planning that went into post-Game Seven preparations. The review will also focus on Vancouver’s ability to be a city that continues to experience the full use of our vibrant public spaces to celebrate safely and responsibly.”

Vancouver Police Department Chief Const. Jim Chu –

“The VPD welcomes this review and we look forward to hearing its analysis and recommendations. Having an independent review of the events of June 15 is in the best interest of our City.”

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Connect with the Province of B.C. at: www.gov.bc.ca/connect

Appendix E

Notes on the Public Submissions

E. Notes on the Public Submissions

General remarks

The reviewers were interested in the input of the general public and those who were affected by the events surrounding Game 7 of the 2011 Stanley Cup Finals. However, given the short timelines it was not possible to hold public forums for the public or for organizations to contribute to the review. Instead, the reviewers accepted submissions from the public.

To facilitate the process, a website (<http://www.pssg.gov.bc.ca/vancouverriotreview/>) was created that publicize a generic email address (yourcomments.riotreview@gov.bc.ca) and a P.O. box address contact information for the reviewers to ensure people could write anonymously if they wished to do so. The website included information about the review as well as the terms of references. This information was posted on July 14th 2011 on the website and the provincial government also assisted in making the information public by issuing a news release. Some news outlets carried the information. Contributions that aligned with the terms of reference of the Review were encouraged. All submissions received before August 12th were considered in the review.

Individuals & organizations

Many took the time out of their busy lives to share their comments, ideas, and suggestions with us. Between July 14 and Aug. 12, we received a total of 85 submissions, the great majority received through email and some through regular mail using the P.O. box. The great majority of submissions were emails from the general public (81 per cent) and we also received submissions from the following organizations:

- » Alliance of Beverage Licensees Establishment (ABLE);
- » West Pender Property Group;
- » Vancouver Association for Restorative Justice (VARJ);
- » Downtown Vancouver Business Improvement Association (DVBIA);
- » Innovative Community Solutions, Ltd (ICS); and
- » Commission for Public Complaints Against the RCMP (CPC).

It is not possible to make inferences or generalizations about the based on the opinions we received from individual members of the public, whose participation was simply on the basis of self selection.

Demographic information about the writers was not sought. However, 16 per cent of the submissions we received were written by individuals who were downtown during June 15. The majority were watching from home either in Vancouver or elsewhere, but some were at the Live Site and recounted their stories and observations others were downtown at some point during the day or night.

Writers commented on policing issues (65 per cent), the role of the City of Vancouver (31 per cent), the role of alcohol (44 per cent), riots in general or how they experienced the riot of June

15th (65 per cent), and comments about this review or suggestions for the reviewers (41 per cent). The totals do not add up to 100 per cent because most submissions (83 per cent) included comments on more than one issue.

Policing issues

Of the 85 submissions we received, 55 (65 per cent) contained comments about policing issues, police tactics or the VPD's role in the preparations for Game 7.

A frequently articulated concern was the belief that police planning for the event was not adequate or that there was not enough police presence downtown that day. Many people specified that they thought there was not enough police to respond to the riot while others thought there were not enough officers before the riot even started. Many people thought that additional resources from other agencies should have been available to arrive on site earlier.

Some other concerns expressed:

- » The VPD took too long to intervene;
- » Smaller problems should have been tackled earlier in a more proactive fashion; and
- » The VPD did not recognize early enough the signs that 'trouble was brewing'.

Some people also thought police tactics used to disperse the riot were effective. These included the use of tear gas, police horses, and police dogs. Some suggested the use of "water cannons" to disperse the crowds. Others suggested that police communication with the crowd had been ineffective.

While many concerns were expressed about the tactics used or planning of the events, or about the VPD executives and their degree of responsibility and accountability, others thought that the VPD was handed a difficult situation, that the riot could not have been predicted, and that as an organization, they acted responsibly. Also, it is important to note a great number of people stated that they were proud of the officers that worked that night, thought that officers did a great job under dire circumstances, and that they had shown great patience and restraint.

City of Vancouver and the Lower Mainland

Of the 85 submissions we received, 43 (51 per cent) contained comments about the role of the City of Vancouver in the preparations for Game 7 or contained suggestions for future events to be held in the city.

Some wrote to say that they were pleased that the city created events where everyone was invited to celebrate the Stanley Cup Finals and that they had enjoyed the opportunity throughout the last round. They felt that the city did a good job and that there was no way to predict what happened after Game 7.

However, a frequent concern was that city executives failed to appreciate the potential problems and that a degree of naivety tainted the planning to host Game 7. Some questioned whether the VPD was given enough resource to properly police the event. Also, many expressed concerns about the city's plan for Game 7 or the decision to host such a large event in downtown

Vancouver. Suggestions for future events included a spreading of celebrations throughout the city to decentralize the activities, that the venue's perimeter be more secured with adequate security and include access paths for first responders, more distraction or outlets post-game, the use of volunteers at large events, and making it easier for people to leave the area at the end of an event through better communication, shuttles, or directions.

Many writers felt that the National Hockey League (NHL) or the Canucks organization should contribute to the funding of the security costs associated with large events associated with the Stanley Cup Finals. Others thought that such events were inherently regional in nature and that their planning should involve surrounding municipalities and police organizations.

Some writers also felt that fire suppression had not been adequate and that the VFRS should be integrated with the VPD or that they should be more involved in the planning of the events.

The role of alcohol

Of the 85 submissions we received, 37 (44 per cent) contained comments about the role alcohol or intoxication may have played on June 15.

A frequent concern related to alcohol-related issues was that people who came downtown to celebrate that day were already intoxicated, had been drinking early during the day, were openly drinking alcohol, or that it had been too easy for people to bring alcohol into the Live Site. Some thought that alcohol was not the only problem and that illicit drugs, particularly marijuana, had also contributed to the problems of the events of June 15th.

Several people commented on the measures taken by the provincial government to limit access to alcohol on the day of Game 7. Many felt that closing of liquor store early that day was adequate and that closing the stores earlier would not have amounted to less access to liquor because people would have purchased alcohol earlier. A smaller number thought that alcohol sales at stores and in serving of patrons in bars and restaurants should have stopped earlier or that the drinking age was too low. Many suggested that enforcement should be increased, for example: stricter check of bags and pour-outs at the venue, police checks at SkyTrain stations as people made their way toward downtown, more inspections of licensed establishments, or more arrests for public intoxication.

Some commented on the idea that the problem was a culture of binge drinking, and that in other countries public drinking is allowed and there are no riots. A person suggested that there should have been "beer gardens" because they provide a controlled drinking environment and their staff can prevent people from over-drinking.

Riots

Of the 85 submissions we received, 55 (65 per cent) contained comments about the riots or about riots in general.

Many stated they were appalled and expressed outrage or disgust. Some people who were downtown or at the Live Site stated that they through the crowds or the atmosphere were "different" than previous game and that they were not surprised that riots happened. Some

stated that they had been scared or left the venue early because they were worried. Others stated that they would now be scared to attend large gathering in Vancouver.

Many commented on how the justice system should respond and a common view was that those charged with offences should be made to directly pay for damage they cause to property, or volunteer to repay the affected businesses they disrupted. Similarly, some called for community work as a way to pay back the community, while others suggested restorative justice to bring together those who destroyed property or cause people to be scared during the riot with their victims so as to reconcile communities. Others felt strongly about the need to shame those who will be charged. Expectations were voiced that the justice system will be too lenient, that stiff penalties are required, and that riot instigators should be dealt with to the full extent of the law.

Some thought those who rioted were not interested in hockey and that riots are endemic to the kind of society we live in. A smaller number felt that riots were related to hockey culture or that the media contributed to people wanting to riot for 'fame'.

A few people stated that the law should be changed to make it illegal for a person to wear a mask at public event or when an unlawful assembly had been declared.

The Riot Review

Of the 85 submissions we received, 35 (41 per cent) contained comments about this review.

The more frequent comments expressed hope that this review will result in concrete changes on how events are handled and gratefulness that a process for submitting public comments was available.

Others made suggestions as to what the reviewers should examine or provided web links to information or news article considered of interest to the review.

Appendix F

Mandates of Major Contributors to the Report

F. Mandates of major contributors to the report

DOWNTOWN VANCOUVER BUSINESS IMPROVEMENT ASSOCIATION

Located in the heart of Vancouver's cosmopolitan business district, the Downtown Vancouver Business Improvement Association (DVBIA) serves a 90-block area that consists of 8,000 businesses, property owners and tenants. The DVBIA is a non-profit society governed by a volunteer board of directors who equally represent both property and business owners from within the 90-block area. Issues are reviewed and programs are developed by volunteer committees that represent a broad range of members and community stakeholders. The DVBIA provides programs and services in the areas of advocacy, protection and enhancement of property, public safety, cleanliness, beautification, and marketing downtown Vancouver.

www.downtownvancouver.net

TRANSLINK

Translink is Metro Vancouver's regional transportation authority, officially recognized as the South Coast British Columbia Transportation Authority. Created in 1999, they deliver services through contractors as well as their subsidiaries like Coast Mountain Bus Company, British Columbia Rapid Transit Company Ltd. (SkyTrain) and West Coast Express Ltd. Together with their partners, stakeholders and operating companies, TransLink plans and manages the region's transportation system as a strategic whole. Their goal is to create and sustain a transportation system that meets the needs of residents, businesses and goods movers in a manner that protects the environment and supports the economic and social objectives of the region. They are responsible for regional transit, cycling and commuting options as well as AirCare and Intelligent Transportation System programs. They also share responsibility for the *Major Road Network* (MRN) and *regional cycling* with municipalities in Metro Vancouver.

They are the first North American transportation authority to be responsible for the planning, financing and managing of all public transit in addition to major regional roads and bridges. Under legislation introduced by the provincial government in 2007, TransLink's *governance structure* was changed. They now have the ability to provide services under agreements with municipalities from Pemberton to Hope.

<http://www.translink.ca/en/About-TransLink.aspx>

SOUTH COAST BRITISH COLUMBIA TRANSPORTATION AUTHORITY POLICE SERVICE (SCBCTAPS)

The South Coast British Columbia Transportation Authority Police Service (SCBCTAPS), commonly referred to as Transit Police Service, was established to ensure the safety and security on and around public transportation that make up Metro Vancouver's complex transit system. Established in December 2005 as the Greater Vancouver Transit Authority Police Service, the Transit Police Service (South Coast British Columbia Transportation Authority Police Service) is Canada's first dedicated transit police service. Transit Police Service assumes primary responsibilities related to offences committed under provincial statutes, Criminal Code (Canada)

summary conviction offences and hybrid/dual offences, and offences committed under federal statutes. Transit Police officers work closely with the 21 police jurisdictions that the transit system passes through. Transit Police officers are considered supplemental to, but an integral part of, local police service delivery, and have the same authority and powers of other municipal officers in British Columbia.

[*http://www.transitpolice.bc.ca*](http://www.transitpolice.bc.ca)

VANCOUVER COASTAL HEALTH

The Vancouver Coastal Health Authority delivers health services to more than one million people, or one quarter of British Columbia's population. The geographic area covered by Vancouver Coastal Health includes 12 municipalities and four regional districts in the coastal mountain communities, Vancouver, North Vancouver, West Vancouver, Richmond and 14 Aboriginal communities.

[*http://www.vch.ca/about_us/quick_facts/*](http://www.vch.ca/about_us/quick_facts/)

LIQUOR CONTROL & LICENSING BRANCH

The B.C. Liquor Control and Licensing Branch (LCLB) is part of the government of British Columbia, within the Ministry of Public Safety and Solicitor General. It is responsible for issuing liquor licenses in the province and ensuring the provisions of the Liquor Control and Licensing Act. The LCLB is also responsible for the importation and distribution of liquor in B.C., and also operates government liquor stores. It regulates liquor service in bars and restaurants, private liquor stores; liquor manufacturers and importers; Ubrews and UVins (for personal liquor manufacturing); and liquor service at special occasion events.

[*http://www.pssg.gov.bc.ca/lclb/*](http://www.pssg.gov.bc.ca/lclb/)

EMERGENCY MANAGEMENT BC

The Provincial Emergency Program (PEP) is a division of the Ministry of Public Safety and Solicitor General, Emergency Management British Columbia. PEP works with local governments, advising the Province, local authorities and First Nations on emergency prevention strategies, and providing training and support before, during and after emergencies. It reinforces public safety and reduces property and economic loss from actual and imminent emergencies or disaster by coordinating and ensuring timely responses, and providing leadership, expertise and resources towards promoting individual and community awareness and preparedness. PEP also collaborates with agencies to provide for coordinated recover and reconstruction efforts. Its headquarters are located in Victoria. There are six regional offices – in Surrey, Kamloops, Nelson, Terrace, Prince George and Victoria.

[*http://www.pep.bc.ca/Emerg_Mgmt_BC/Emerg_Mgmt_BC.html*](http://www.pep.bc.ca/Emerg_Mgmt_BC/Emerg_Mgmt_BC.html)

POLICE SERVICES DIVISION

On behalf of the Ministry of Public Safety and Solicitor General, Police Services Division is responsible for superintending policing and law enforcement functions in British Columbia. Their primary responsibilities are to ensure central oversight of all policing; administer policing policy; oversee the funding and organization of provincial and municipal RCMP police services through contracts; collect, monitor and report on provincial crime and police data; and conduct research, provide analysis and interpretation of provincial crime data.

[*http://www.pssg.gov.bc.ca/police_services/*](http://www.pssg.gov.bc.ca/police_services/)

VANCOUVER POLICE DEPARTMENT

The Vancouver Police Department (VPD) is governed by the Vancouver Police Board under the authority of the British Columbia Police Act. The Chief Constable of the VPD is directly responsible to the Police Board and thereby the citizens of Vancouver. The Vancouver Police Department is divided into three divisions, with a Deputy Chief Constable commanding each division and reporting to the Chief Constable. Sworn police officers are empowered to enforce the criminal law, other federal statutes, provincial laws, municipal by-laws and to generally maintain law and order within Vancouver.

<http://vancouver.ca/police/organization/index.html>

VANCOUVER POLICE BOARD

The Vancouver Police Board is the governing body for the Vancouver Police Department. It provides civilian governance and oversight of policing. Under British Columbia's Police Act, the Board consists of the Mayor as Chair; one person appointed by the municipal council; and up to five people appointed by the Lieutenant Governor in Council. Board members are chosen to reflect the demographics of the community. They are people who have demonstrated that they can act in the community's best interest. Each board member is appointed for a term of up to four years. They may be re-appointed, but cannot serve for more than six consecutive years.

<http://vancouver.ca/police/policeboard/>

E-COMM

E-Comm, the emergency communications centre for Southwest British Columbia, is located in Vancouver B.C. They provide 9-1-1 service for Metro Vancouver, the Sunshine Coast Regional District, Whistler, Squamish and the Squamish-Lillooet Regional District (south). The primary purpose of E-Comm is to supply emergency communications and related services to emergency service organizations, municipalities, regional districts, provincial government, federal government, and government agencies. E-Comm's primary responsibilities are to maintain the wide-area radio system used throughout the Lower Mainland by police, fire and ambulance personnel, maintain a post-disaster facility, and provide dispatch service for 30 police and fire departments.

<http://www.ecomm911.ca/about/mission-vision-values.php>

CITY OF VANCOUVER FIRE AND RESCUE SERVICES

The City of Vancouver Fire and Rescue Services (VFRS) responds to a wide variety of emergency and non-emergency incidents throughout the city by providing both fire and emergency medical services. Their objective is to protect life, property and the environment.

<http://vancouver.ca/fire/about/index.htm>

Appendix G

Emergency Response Workers Survey

G. Emergency response workers survey

A survey was conducted of the emergency responders working on the night of the Stanley Cup Riot on June 15, 2011. These surveys were voluntary for Vancouver Fire Rescue Services (VFRS) and BC Ambulance Service (BCAS) personnel. Ambulance workers submitted responses through an online Survey Monkey form. Firefighters were not able to fill out the online survey and filled out the forms by hand instead. There were 26 responses from the fire fighters and 29 from the ambulance workers.

A separate survey was distributed to all sworn Vancouver police officers through an internal system. A total of 339 VPD officers who were deployed to the riot, 44 officers from external agencies, and 10 Traffic Authority officers responded to the questionnaire for a total of 393 responses (external officers and traffic authority officers were only asked some of the questions).

VFRS responses

All of the firefighters who filled out the surveys were scheduled to work during Game 7 on June 15.

Of the 26 VFRS members who responded to the survey, 65 per cent were deployed as firefighters, 2 were deployed as drivers, 2 were deployed as fire inspectors, and 1 was deployed to monitor the crowd and first aid, 2 as lieutenants, 1 as a supervisor, and 1 as battalion chief.

Deployment Capacity (N=26)	Number of respondents
firefighters	17
drivers	2
fire inspectors	2
monitor the crowd and first aid	1
lieutenant	2
supervisor	1
battalion chief	1

Their experience ranged from under 1 year to over 26 years of service, with 1 probationary member with less than a year of service, 30 per cent member having 6-10 years of service, 35 per cent having 11-15 years of service, 15 per cent having 16-20 years of service, 2 with 21 to 25 years of service and 2 with over 26 years of service.

Years of service	Number of respondents
Less than 1 year	1
1-5 years	0
6-10 years	8

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11-15 years	9
16-20 years	4
21-25 years	2
26+ years	2

Of the 26 respondents, 6 (23 per cent) had worked in a riot situation in the past, such as the 1994 Stanley Cup Riot and the 2010 Olympics disturbances.

Worked in Previous Riot Situations	Number of respondents
none	20
1994 Stanley Cup Riot	2
2010 Olympic Disturbances	3
Other Riots	1

On the night of the Game 7 riot, all of the VFRS respondents had a radio. 63 per cent of respondents felt the updates on before, during, and after the riot were adequate while 38 per cent felt they were not.

Updates adequate (pre, during and post riot)	Number of respondents
Yes	15
No	9
U/K	2

The majority of respondents felt they were able to hear radio communications adequately during the riot (90 per cent).

Able to hear radio communications adequately	Number of respondents
Yes	18
No	2
U/K	4

The majority of respondents felt they had all the equipment they needed to complete their tasks on the night of the riot (72 per cent). Of the remaining 28 per cent of respondents, who felt they did not have all the equipment they required, they felt they should have been issued:

- More manpower;
- Small first aid kits and first aid equipment;
- Gas masks;
- High visibility vests or reflective clothing, identifiable markings on their clothing to indicate their agency; and
- Better ear buds and smaller microphones.

A few respondents mentioned that they were unable to provide first aid assistance upon request by VPD. However, all respondents felt their equipment was in working conditions.

Had all the equipment required	Number of respondents
Yes	18
No	7
U/K	1

Of the 17 respondents who had worked previous games, the majority noted observing a change in the crowd dynamics between Game 1 in the final round to Game 7 (77 per cent). Some of the respondents described this change in crowd dynamics as:

- More people, larger crowds;
- Younger crowds;
- More violent;
- More drinking and intoxication;
- More excited, louder, rowdier, partying;
- Less of a family feeling than the other games;
- Crowds upset about the loss, tension in the air, anticipation, anger;
- Premeditated and on a mission;
- More groups on periphery not watching the game; and
- People wearing bandanas around their necks.

If worked previous games, did you observe a change in crowd dynamics from Game 1 to Game 7 of the finals.	Number of respondents
Yes	13

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No	4
N/A	9

Some respondents made the following observations about the availability of alcohol and levels of intoxication on the day of the riot:

It was not a family event;

Increased levels of drinking, lots of intoxicated people, a lot of heavy drinking in the open, and alcohol was easily accessible;

Younger people (in their teens and 20s) were arriving intoxicated and able to sneak in alcohol due to limited security personnel conducting checks;

Closing down the liquor stores did not make a difference as they should have been closed all day, and there should have been more checks for alcohol at bus and SkyTrain stations;

However, others noted that for the size of the crowd, alcohol was not a significant factor and that the size of the crowd was the larger problem.

All respondents who were present before the riot noted feeling safe then, while 68 per cent of respondents felt safe during the riot. Of those respondents who did not feel safe during the riot (32 per cent), some noted:

They were alone in the thick of the riot at times;

Several streets did not have police presence;

They required police to secure the area at fire scenes;

They had glass bottles and other objects thrown at them;

The crowd was out of control;

There was anger towards emergency services personnel, any person in a uniform could potentially be a target; and

Someone put up a roadblock in front of a fire truck while responding to a fire.

Did you feel safe prior to the riot?	Number of respondents
Yes	23
No	0
N/A	3

Did you feel safe during to the riot?	Number of respondents
Yes	17

No	8
N/A	1

Four of the respondents (15 per cent) sustained injuries as a result of the Game 7 riot, all of which were minor and did not require treatment.

When asked what would have increased their feeling of safety, respondents noted the following:

- Better or additional equipment (26 per cent);
- More police presence (90 per cent);
- More training (32 per cent);
- Better or additional communication from supervisor (16 per cent);
- Other (such as needed more VFRS members, should have had police presence with firefighters for protection, more aggressiveness by VPD, should not have gone into area alone, should have had escape/evacuation routes and safe zones) (37 per cent).

What would have increased feeling of safety	Number of respondents
Better or additional equipment	5
More police presence	17
More training	6
Better or additional communication from supervisor	3
Other	7
N/A	7

When respondents were asked if they had any comments on the Live Site, half of the respondents responded with a variety of comments such as:

The Live Site was not a family event;

Even if it was well intentioned as such, they were asking for trouble;

The crowd dynamics were wrong;

There was too much alcohol consumption;

It was not an appropriate venue for the type of crowd and event;

There should have been admission to attend the Live Site;

The crowds at the Live Site were too large for downtown and too large for one area;

There was not enough police presence at the Live Site;

They were unable to control that many people especially those intoxicated at the Live Site; and

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There should have been fixed fencing that could not be moved to provide a safe entrance/egress.

When asked what worked well in the handling of the Game 7 riot, 62 per cent gave positive responses, including the following:

Police were very professional and provided a safe environment for firefighters;

Police moved the crowd well;

The mounted squad /horses cleared the streets and dispersed the crowds effectively;

Police dogs were also helpful for crowd control;

VPD did a great job under the circumstances;

VPD did not instigate the crowd by over reacting to the crowd's aggression;

The police had a good balance between crowd control and use of force;

Police and firefighters worked well together;

There was good communication and information between command and ground forces;

The fire inspectors on foot provided Intel and immediate updates on the events as they unfolded;

Captains and fire chiefs remained professional and did a good job;

Fire crews worked very hard;

They did what could with limited resources; and

There were no fatalities.

When asked what did not work well in reference to the planning or actions of the City, Fire, VPD or any other agency, the majority of respondents had comments (73 per cent).

Some of these comments were:

General:

Lack of foresight;

Many people anticipated trouble;

They should have moved people away who were just bystanders;

Radio procedures needed improvement;

Should have had the agencies all in one common area;

Agency coordination was not effective in communications between EHS, VPS, and VFRS; and

Needed to be able to react to situation and deviate from plan to handle situations as they arise.

City:

Not enough prevention in place (should have remove mailboxes, garbage bins, paper boxes, and recycling bins);

Should have removed barricade fencing when the crowd out grew them;

Should not have allowed parking in the hot zone;

Should have had the Live Site in a large open area not the downtown core;

There were too many people at the Live Site; and

There should have been a limit as to how many people were allowed to purchase tickets to attend the

Live Site.

VPD:

When VPD pulled out it and waited for reinforcements it allowed the crowd to rally and form a mob, VPD should have acted sooner to deter rioters rather than allowing the momentum to build, VPD was understaffed and ill-equipped, police were outnumbered, and There were long delays in response to Fire communications from VPD.

Fire:

More manpower for VFRS, and

Firefighters should have been deployed with police to assist in fire suppression before the fires became rallying points.

Finally, when respondents were asked who they felt bore the most responsibility for the riot, respondents felt it was the instigators who came prepared to start a riot who were most responsible for the riot with an average rating of 1.8 (1 being the most responsible and 7 being the least responsible). Respondents also felt recreational rioters who came planning to riot if someone else started it who were responsible for the riot (an average rating of 2.3) and bystanders who joined in once the opportunity presented itself (an average rating of 2.8). Respondents felt VPD was the least responsible with an average rating of 5.1. The City of Vancouver (an average rating of 3.5) and bystanders who did not participate in the riot (an average rating of 3.7) fell near the middle.

Who bears the most responsibility for the riot?	Number of respondents
Bystanders who did not participate in the riot (avg rating=3.7)	3 (1=most responsible) 1 (2) 5 (3) 3 (4) 2 (5) 1 (6) 4 (7=least responsible) 7 (N/A)
Other instigators who came prepared to start a riot (avg rating=1.8)	20 (1=most responsible) 0 (2) 0 (3) 1 (4) 0 (5) 0 (6) 3 (7=least responsible) 2 (N/A)

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<p>Recreational rioters who came planning to riot if someone else started it (avg rating=2.3)</p>	<p>12 (1=most responsible) 7 (2) 2 (3) 0 (4) 0 (5) 1 (6) 3 (7=least responsible) 1 (N/A)</p>
<p>Bystanders who joined in once the opportunity presented itself (avg rating=2.8)</p>	<p>10 (1=most responsible) 3 (2) 4 (3) 0 (4) 2 (5) 3 (6) 2 (7=least responsible) 2 (N/A)</p>
<p>VPD (avg rating=5.1)</p>	<p>1 (1=most responsible) 0 (2) 3 (3) 1 (4) 1 (5) 2 (6) 8 (7=least responsible) 10 (N/A)</p>
<p>City (avg rating=3.5)</p>	<p>5 (1=most responsible) 1 (2) 5 (3) 3 (4) 2 (5) 1 (6) 5 (7=least responsible) 3 (N/A)</p>

Some additional comments from respondents included:

Emergency services agencies did the best they could under the circumstances;

The City should take the responsibility for underestimating the potential for damage;

Rioters should be punished and held criminally responsible to the full extent of the law, communication equipment should have been checked prior to the game and should have used e-comm, operators with training in dispatch for calls;

There should be security checks at transportation stations and roadblocks when entering Vancouver; and

Other cities should have their own Live Sites to limit the number of people coming downtown.

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BCAS responses

The majority of the ambulance service workers who filled out the surveys were scheduled to work during Game 7 on June 15th (86 per cent), while 10 per cent reported for duty without being called in response to the riot.

Scheduled to work on June 15, 2011	Number of respondents
Yes – scheduled to work	25
Called out after start of game	0
Reported for Duty without being called in response to riot	3
No	1

The 29 BCAS members who responded to the survey were deployed in a variety of positions including paramedics, bike squads, call takers/dispatchers, supervisors, commanders, and planners/logistics.

Their experience ranged 1 year to over 26 years of service, with 14 per cent having 1-5 years of experience, 7 per cent member having 6-10 years of service, 21 per cent having 11-15 years of service, 17 per cent having 16-20 years of service, 17 per cent with 21-25 years of service and 24 with over 26 years of service.

Years of service	Number of respondents
Less than 1 year	0
1-5 years	4
6-10 years	2
11-15 years	6
16-20 years	5
21-25 years	5
26+ years	7

Of the 29 respondents, 15 (52 per cent) had worked in a riot situation in the past, including as the 1994 Stanley Cup Riot, the APEC Riot, the Riot at the Hyatt and the 2010 Olympics disturbances.

Worked in Previous Riot Situations	Number of respondents
------------------------------------	-----------------------

none	14
1994 Stanley Cup Riot	7
Guns N Roses Riot	1
APEC Riot	6
Riot at the Hyatt	5
2010 Olympic Disturbances	12
Other Riots	1

On the night of the Game 7 riot, the majority of the BCAS respondents had a radio (83 per cent). The 5 respondents who did not have a radio noted working in the dispatch centre or as supervisors in the command centre with radios nearby.

Did you have a radio	Number of respondents
Yes	24
No	5

Of the respondents with a radio, 96 per cent felt the updates on before, during, and after the riot were adequate while 1 felt they were not.

Updates adequate (pre, during and post riot)	Number of respondents
Yes	23
No	1
N/A	5

The majority of respondents with radios (83 per cent) were able to hear the radio communications adequately during the riot while 17 per cent felt they were not able to adequately hear radio communications.

Able to hear radio communications adequately	Number of respondents
Yes	20

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No	4
N/A	5

Just over half of the respondents (52 per cent) felt they had all the equipment they needed to complete their tasks on the night of the riot, while the remaining 48 per cent felt they did not have all the equipment they required. Some of the respondents who felt they did not have all the equipment they needed felt they should have been issued:

- Flack vests and protective equipment;
- Gas masks and better respirators;
- Shields;
- Hydration packs;
- Knee pads;
- Riot helmets;
- More first aid equipment;
- A dedicated support vehicle;
- Fire extinguishers;
- Better head sets for the radios; and
- More visible displays of what was happening in different areas.

Had all the equipment required	Number of respondents
Yes	15
No	14

However, most respondents felt their equipment was in working conditions (96 per cent).

Equipment in working condition	Number of respondents
Yes	27
No	1
U/K	1

Of the 21 respondents who had worked previous games, the majority noted observing a change in the crowd dynamics between Game 1 in the final round to Game 7 (95 per cent). Some of the respondents described this change in crowd dynamics as:

- Larger crowds;

- More people milling around;
- More aggressive;
- Intoxicated;
- Rowdier, more rebellious;
- Younger crowds;
- More tension and fights and people on edge;
- People fainting from the denser crowds and unable to move;
- Families were leaving early and there were fewer children;
- Crowds started gathering earlier;
- Less upbeat mood and less interested in the game;
- Small groups gathered actively looking for trouble and prepared for violence; and
- People were wearing heavier clothing, carrying backpacks and combat boots, and carrying signs that could be used as a weapon.

If worked previous games, did you observe a change in crowd dynamics from Game 1 to Game 7 of the finals.	Number of respondents
Yes	20
No	1
N/A	8

Some of the respondents made the following observations about the availability of alcohol and levels of intoxication on the day of the riot:

- Many of the people were drunk;
- Most of the people injured were intoxicated;
- Many people drank before the game;
- Despite closing the liquor stores early many people had alcohol with them;
- Policy would not have helped with people getting access to alcohol if they wanted it; and
- There was no control over the consumption of alcohol.

However, many respondents felt it was the usual amount of intoxication or partying for previous games but the violence and inability to leave the downtown area made the intoxicated people more problematic.

All but one of respondents who were present prior to the riot noted feeling safe prior to the riot, while 82 per cent of respondents felt safe during the riot. Of those respondents who did not feel safe during the riot (18 per cent), some noted:

- They felt most unsafe in the first 20 minutes and until additional reinforcement arrived on scene as they were outnumbered at the beginning;
- Objects were thrown at them;

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- The crowds were large and aggressive;
- It was clear people came to cause problems;
- It was tense and they felt uncertain about what would happen next.

Some respondents also noted that they felt safe once more police officers arrived in riot gear.

Did you feel safe prior to the riot?	Number of respondents
Yes	28
No	1

Did you feel safe during to the riot?	Number of respondents
Yes	23
No	5
N/A	1

Three of the respondents (10 per cent) sustained injuries as a result of the Game 7 riot, 2 of which were minor and did not require treatment and 1 which was moderate and required first aid or EHS.

When asked what would have increased their feeling of safety, respondents noted the following:

- Better or additional equipment (53 per cent)
- More police presence (37 per cent)
- More training (42 per cent)
- Better or additional communication from supervisor (26 per cent)
- Other (42 per cent)

What would have increased feeling of safety	Number of respondents
Better or additional equipment	10
More police presence	7
More training	8
Better or additional communication from supervisor	5

Other	8
N/A	10

When respondents were asked if they had any comments on the Live Site, 66 per cent of the respondents responded with a variety of comments such as:

They needed more security and more police presence, and better control of who entered and their level of intoxication at the Live Sites and check points;

The fencing was a bad idea and caused access issues, too many people in a confined space and the fences were used as projectiles once the riot started;

The location of the Live Site in the downtown core was not appropriate and the size of the crowd grew beyond expectations;

The Live Sites were fun and well attended Live Sites on most of the game nights for true fans; and

The mood of the Live Sites for the Stanley Cup playoffs was very different from the mood at the Live Sites for the Olympics.

When asked what worked well in the handling of the Game 7 riot, 83 per cent gave positive responses, including the following:

There were constant updates from supervisors and good coordination;

There was police presence and police worked well with other services enabling them to do their jobs;

The RCMP squad was good;

The time it took for police to regain control and shut down the riot;

Having VPD and VFRS in the same dispatch centre as BCAS was very helpful;

The integration of police and paramedics in the riot unit (PSU) was a success having medics embedded with police was valuable, where at times they were the only ones safe enough to treat people;

The decision to withdraw all BCAS units to St Pauls ensured their safety;

St. Paul's Hospital handled the number of patients and decontamination very well;

Closing off traffic in the area worked well;

Paramedics were assisted by the public and CTV news staff; and

All VPD and BCAS members handled the situation professionally under stressful circumstances.

When asked what did not work well in reference to the planning or actions of the City, Fire, VPD or any other agency, the majority of respondents had comments (86 per cent).

Some of these comments were:

General:

No information to tell the public on which way to exit the downtown core, which bridges to take and where to find transit.

The public entry into the Live Site should have been better managed and the size and location of the

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Live Site should have been better thought out, and the Live Site should have been at a more open and remote location such as UBC where you could control the perimeter, traffic in and out of area, mass transit, and security better.

All agencies responsible for crowd management should train to a common standard with VPD taking the lead role.

With the Live Site in a fenced confined space and access to items that could be used as projectiles (fencing, paper boxes, etc) and it was difficult for emergency personnel to access patients and rioters.

No planned egress for crowds.

At meetings prior to the Live Site, the size of the crowds was underestimated by all parties.

There was a lack of unified command.

City:

The City should not have allowed such a large event to occur in that area, it forced people in a confined space and when the riot broke out the area was too difficult to secure.

Garbage bins set on fire or used as weapons, metal fencing did not work and used as obstructions and weapons during the riot.

City had their own agenda, the City did not listen to the requests and experience from Fire, Police and BCAS.

VPD:

Police should have limited the number of cars and access downtown as well as the consumption of alcohol in public that night, like they do for the celebration of lights.

Police should not have waiting for the trouble to start before they put on their riot gear for crowd control,

VPD needs to start making arrests and hold people accountable.

Needed more police and a tougher response.

Fire:

Firefighters should have worn high visibility vests in crowds to better identify themselves to other agencies.

Firefighters should not try to respond in the usual manner during a tactical operation.

Firefighters went to places they were told not to go, they should have stayed out of danger and kept a safe distance.

VFRS brought their trucks into the secure area causing further damage and hampering efforts to control the riot and put themselves and others at risk.

BCAS:

Should have been included in the planning leading up to the event;

A medical tent should have been set up in a secure area to deal with minor wounds; perform assessments on intoxicated individuals and relieve the workload of the surrounding hospitals;

There was not enough communication between BCAS dispatch centre and ground crews about what was transpiring and how to manage the volume of incoming calls, and there was not enough staff on at the BCAS dispatch centre and a lack of preparation for protocols in case of a riot; and

BCAS pulled all of its vehicles out early and would not respond to injuries.

Other agencies:

Traffic authority should have been wearing full gear (helmets, face shields etc).

Finally, when respondents were asked who they felt bore the most responsibility for the riot, respondents felt it was instigators who came prepared to start a riot who were most responsible with an average rating of 1.62 out of 7 (1 being the most responsible and 7 being the least responsible), while recreational rioters who came planning to riot if someone else started it (an average rating of 2.14) and bystanders who joined in once the opportunity presented itself (an average rating of 2.52) were also responsible. Many respondents felt VPD was least responsible with an average rating of 6.00 and bystanders who did not participate in the riot (an average rating of 5.30) were also least responsible. The City fell near the middle with an average rating of 4.50.

Who bears the most responsibility for the riot?	Number of respondents
Bystanders who did not participate in the riot (avg rating=5.3)	0 (1=most responsible) 3 (2) 3 (3) 2 (4) 3 (5) 7 (6) 9 (7=least responsible) 0 (N/A)
Other instigators who came prepared to start a riot (avg rating=1.62)	24 (1=most responsible) 2 (2) 0 (3) 0 (4) 1 (5) 0 (6) 2 (7=least responsible) 0 (N/A)
Recreational rioters who came planning to riot if someone else started it (avg rating=2.14)	11 (1=most responsible) 11 (2) 2 (3) 2 (4) 0 (5) 1 (6) 1 (7=least responsible)

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	0 (N/A)
Bystanders who joined in once the opportunity presented itself (avg rating=2.52)	10 (1=most responsible) 9 (2) 3 (3) 3 (4) 1 (5) 2 (6) 1 (7=least responsible) 0 (N/A)
VPD (avg rating=6.0)	0 (1=most responsible) 1 (2) 1 (3) 2 (4) 1 (5) 3 (6) 12 (7=least responsible) 7 (N/A)
City (avg rating=4.5)	1 (1=most responsible) 5 (2) 3 (3) 4 (4) 2 (5) 6 (6) 5 (7=least responsible) 3 (N/A)

Some additional comments from respondents included:

The City and VPD did a great job hosting and preparing for the event.

While the idea of Live Sites to view the game was a good idea, they required better planning in regards to size and location, they should have expected problems with large crowds confined in a space consuming alcohol, they should not have encouraged so many people to come downtown, and they should have security checks at Live Sites.

The City should have included Emergency Services in the planning.

The riot may have happened regardless of a win or loss and many bystanders were confused about how to leave downtown.

VPD should have had a more visible presence before the game began to prevent a riot from starting,

but they did the best they could once the riot started.

The responsibility falls on those who instigated and participated in the riot, there is no such thing as an innocent bystander.

Greater intelligence gathering prior to the event would have helped; and

The media had a role in creating hype around the possibility of a riot and social media had a role in spreading the word of a riot and people wanting their 15 minutes of fame on film.

VPD responses

All of the Vancouver police officers who filled out the surveys worked on the night of the riot June 15, 2011. Seventy-three per cent were scheduled to work, 8 per cent were called out after the riot began and 19 per cent reported without being asked. Seventy-six per cent of external officers were scheduled to work, 19 per cent were called out after the riot began and 6 per cent reported without being asked.

Scheduled to work on June 15, 2011	VPD (N=339)	External (N=54)
Yes – scheduled to work	246	41
Called out after start of game	29	10
Reported for Duty without being called in response to riot	64	3
No	0	0

Seventeen per cent of Vancouver police officers felt enough officers had been deployed for Game 7, and 18 per cent felt once Game 7 turned into a riot enough officers had been deployed. Thirty-two per cent of external officers felt enough officers had been deployed for Game 7 and 30 per cent felt once Game 7 turned into a riot, enough officers had been deployed.

Enough officers deployed for Game 7?	VPD (N=267)	External (N=41)
Yes	45	13
No	222	28

Once Game 7 turned into a riot, enough officers deployed?	VPD (N=265)	External (N=40)
Yes	48	12
No	217	28

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On the night of the Game 7 riot, 86 per cent of the VPD respondents had a radio. Fifty-eight per cent of respondents felt the updates on before, during, and after the riot were adequate while 42 per cent felt they were not.

Did you have a radio?	VPD (N=286)
Yes	247
No	39

Updates adequate (pre, during and post riot)?	VPD (N=218)
Yes	126
No	92

The majority of respondents felt they were able to hear radio communications adequately during the riot (69 per cent).

Able to hear radio communications adequately?	VPD (N=255)
Yes	176
No	79

When asked if they had use of a cell phone, 31 per cent of Vancouver police officers responded they had a department-issued cell phone, 72 per cent responded they had they own personal cell phone and 8 per cent responded no. Seventy-three per cent of respondents were able to reliably utilize their cell phones during the riot.

Able to reliably utilize their cell phones?	VPD (N=267)
Yes	197
No	79

Just over half of Vancouver police respondents felt they had all the equipment they needed to complete their tasks on the night of the riot (55 per cent). Of the remaining 45 per cent of respondents, who felts they did not have all the equipment they required, they felt they should have been issued:

- Helmets
- Respirators

- OC spray, and
- Shields

However, 96 per cent of respondents felt their equipment was in working conditions.

Had all the equipment required?	VPD (N=280)
Yes	155
No	125

Equipment in working condition?	VPD (N=276)
Yes	264
No	12

Ninety-one per cent of Vancouver police respondents deployed with all of the relevant equipment they were issued, while 11 per cent had problems accessing the equipment they were not carrying with them.

Deployed with all of the relevant equipment issued?	VPD (N=273)
Yes	248
No	25

Any problems accessing equipment not carrying with you?	VPD (N=264)
Yes	30
No	234

The majority of Vancouver police respondents noted feeling safe prior to the riot (82 per cent) and the majority of external respondents felt safe prior to the riot (79 per cent), while 63 per cent of Vancouver police respondents felt safe during the riot and 61 per cent of external respondents felt safe during the riot. While most respondents felt safe before and during the riot, the majority also said they would have felt safer if more officers were present.

Did you feel safe prior to the riot?	VPD (N=247)	External (N=42)
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Yes	203	33
No	44	9

Did you feel safe during to the riot?	VPD (N=256)	External (N=41)
Yes	160	25
No	96	16

Just under half (49.6 per cent) of Vancouver police respondents and 41 per cent of external respondents felt the situation became unmanageable.

Did you feel the situation became unmanageable?	VPD (N=256)	External (N=37)
Yes	127	15
No	129	22

When asked what would have increased their feeling of safety, Vancouver police and external respondents noted the following:

- Better or additional equipment (44 per cent)
- More police presence (85 per cent)
- More training (31 per cent)
- Better or additional communication from supervisor (34 per cent)
- Other (17 per cent)

What would have increased feeling of safety	VPD (N=245)	External (N=44)
Better or additional equipment	108	19
More police presence	218	28
More training	80	9
Better or additional communication from supervisor	82	17
Other	39	9

N/A	94	10
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Respondents were asked if they had adequate training to prepare for deployment in the riot. Seventy-three per cent of Vancouver police respondents answered yes, while 27 per cent answered no. However, when asked if there were any gaps in their training prior to the riot, 28 per cent responded yes, and 72 per cent responded no.

Adequate training to prepare for riot?	VPD (N=281)
Yes	204
No	77

Any gaps in training prior to riot?	VPD (N=275)
Yes	78
No	197

When asked if they had been briefed on the operational plan prior to deployment, 55 per cent of Vancouver police respondents said yes and 45 per cent did not. Of those Vancouver police who had been briefed, 71 per cent felt the briefing was adequate and 29 per cent felt it was inadequate. 75 per cent of external respondents had a briefing on the operational plan prior to deployment and 25 per cent did not. Of those external officers who had been briefed, 88 per cent felt the briefing was adequate and 12 per cent felt it was inadequate. Of those who responded that the briefing was inadequate, they noted:

- there was no specific instructions about how to process those who are arrested or how to deal with agitators in the crowd;
- there were no contingency plans discussed, leaving officers without information on the assignments of responsibility in the case of a riot/mass public disorder nor how non-PSU officers were to assist; and
- they did not include information on what intelligence had been gathered regarding the potential for a riot.

Briefing on operational plan prior to deployment	VPD (N=283)	External (N=44)
Yes-adequate	110	29
Yes-inadequate	46	4
No	127	11

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About half of the officers deployed to the Live Site had received a briefing specific to the Live Site, however, the other half received either an informal briefing or no briefing at all.

The majority of Vancouver police respondents felt there was not enough resources at the Live Site (97 per cent). The majority also felt there was not enough security at the Live Site (88 per cent) and that the private security was not effective (92 per cent).

Enough resources at the Live Site?	VPD (N=108)
Yes	3
No	105

Enough security at the Live Site?	VPD (N=93)
Yes	11
No	82

Private security was effective?	VPD (N=86)
Yes	7
No	79

When respondents were asked if they had any comments on the Live Site, respondents noted the following:

- too many people inside and outside;
- high levels of alcohol consumption by those in the crowd;
- too few families to deter those who were misbehaving (i.e., no informal social control mechanism);
- inadequate fencing that was too short, too easily moved, ineffective at blocking viewing from outside, and capable of being used as projectiles against police or public;
- poor location that was too close to businesses and Rogers Arena, thus increasing the crowd once the audience there was let out;
- Georgia and Granville Street locations did not have proper evacuation plans and had limited egress options as a result of the buildings and narrow streets and alleys in the area;
- insufficient security staff and police resources dedicated to the locations (see Table 1);

- ineffective control on access into the sites (e.g., no ticketing, poor searching for alcohol and weapons, allowed to go over capacity due to inadequate fencing); and,
- projectiles in and around the Live Site area (e.g., mailboxes, glass at bus shelters, newspaper boxes) were present.

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Summary of all emergency worker responses

The following table looks at responses from all agencies surveyed to selected questions.

	VFRS	BCAS	Police
Thought radio updates were adequate:	63%	96%	58%
Felt they had the equipment they needed:	72%	52%	55%
Felt the equipment they had was in good condition:	100%	96%	91%
If worked previous games, observed a change in crowd dynamics between earlier games and Game 7:	77%	95%	n/a
Sustained injuries during Game 7:	15% (Minor, no treatment needed)	10% (Minor, no treatment needed or moderate some treatment)	n/a
Felt safe <i>before</i> the riot began	100%	99%	82% (VPD) 79% (other)
Felt safe <i>after</i> the riot began	68%	82%	63% (VPD) 61% (other)

These tables contain the complete survey results.

On duty for Game 7	VFRS	BCAS	VPD	external	total
Yes-scheduled	26	25	246	41	338
Yes-called out after start of game	0	0	29	10	39
Yes-reported for duty without being called	0	3	64	3	70
No	0	1	0	0	1
Number of responses	26	29	339	54	448

Did you have a radio	VFRS	BCAS	VPD	external	total
Yes	26	24	247		297
No	0	5	39		44
U/K	0	0	53		53
Number of responses	26	29	286		341
Updates adequate (pre, during and post riot)	VFRS	BCAS	VPD	external	total
Yes	15	23	126		164
No	9	1	92		102
U/K	2	5	29		36
Number of responses	24	24	218		266
Had all the equipment required	VFRS	BCAS	VPD	external	total
Yes	18	15	155		188
No	7	14	125		146
U/K	1	0	59		60
Number of responses	25	29	280		334
Equipment in working condition	VFRS	BCAS	VPD	external	total
Yes	26	27	264		317
No	0	1	12		13
U/K	0	1	63		64
Number of responses	26	28	276		330

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Did you feel safe prior to the riot?	VFRS	BCAS	VPD	external	total
Yes	23	28	160		211
No	0	1	96		97
U/K	3	0	83		86
Number of responses	23	29	256		308
Did you feel safe during to the riot?	VFRS	BCAS	VPD	external	total
Yes	17	23	127		167
No	8	5	129		142
U/K	1	1	83		85
Number of responses	25	28	256		309
What would have increased feeling of safety	VFRS	BCAS	VPD	external	total
Better or additional equipment	5	10	108		123
More police presence	17	7	218		242
More training	6	8	80		94
Better or additional communication from supervisor	3	5	82		90
Other	7	8	39		54
N/A	7	10	94		111
Number of responses	19	19	245		283

Appendix H

Crowd Psychology and the Policing of Crowds

H. Crowd psychology and the policing of crowds

Public order policing can be a no-win situation. People do not notice if nothing happens at an event. “No riot at demonstration” is not a headline. A riot, however, has the potential to set back relationships between the police and community for some time. The cost of an undifferentiated or heavy-handed police response is not only in potentially escalating disorder at the particular event, but also in the impact on the subsequent relationship between the citizenry and its police. This can have severe, long lasting, and ultimately costly effects for years, or even decades, afterwards. Alternatively, effective public order strategies can transform relationships, and good public order policing can have impacts on the community far beyond the particular crowd.

Despite some criticism and comments regarding the response to the June 15 riot, subsequent to the event Vancouverites overall have shown strong support for their police. A moving and unique example of this was the police car which was completely covered in ‘sticky’ thank-you notes the next day. This seems to be a clear demonstration that the fundamental police-citizen relationship in Vancouver is positive and solid.

Research in the area of crowd psychology and policing is constantly evolving. The literature review presented here provides some understanding of riots and police-crowd interactions, and what the most effective public order policing strategies are, according to some latest research. This section aspires to fill a key need in this report by offering an overview and discussion of the most relevant and current academic thinking about riots. It is these ideas that ideally will provide the foundation for training and education of first responders.

Introduction to sports riots

Spectator violence in sports is a continuing concern around the world and has occurred on almost all continents. Riots are very costly, particularly when considering the cost of prevention. The study of riots, particularly sports riots, is challenging as they are unscheduled. However, sport riots are not a special case. Although the emphasis on causes may vary, many of the same basic set of factors underlie riots in sports and the wider social arena.

Sports riots have occurred throughout history, from Greek and Roman times through the Middle Ages to the modern era. Using the criterion of deaths, modern riots are not as severe as old time riots. Data for the frequency of spectator crowd disturbances are generally drawn from sources that under-represent spectator violence (e.g. data on spectator fights at sporting events is usually not maintained).

Research has been conducted on spectators at sporting events and most of the information in this and the next three sections was taken from a review of sports riots by Canadian researcher Gordon Russell.

Which spectators are more likely to riot?

Research has been conducted on self reports of spectators at sporting events regarding whether or not they would become involved in a disorder or escalate a disturbance that started nearby. Results varied considerably across sports, cultures and with the conditions of specific events.

In studies of Canadian hockey fans, the percentage of men describing themselves as 'extremely likely' to join in a disturbance ranged from 8 to 13 per cent. A survey of Finnish spectators reported 9 per cent with an extreme likelihood of involving themselves in a crowd disturbance. An American survey of male university students found that 2.4 per cent said they would join in football riot, whereas 6.1 per cent said they would join in a hockey riot.

This suggests that at any sporting event there are a substantial number of males "poised to do battle in the stands". For example, if 5 per cent of young males would join in a disturbance, then in a hockey crowd of 150,000 people, this is potentially hundreds if not thousands of individuals, depending on the demographics of the crowd.

Whether or not these individuals act on this inclination may depend on a range of factors (situational, environmental, social influences, interactions).

SOCIAL-PSYCHOLOGICAL PROFILE OF RIOTERS

INDIVIDUAL DIFFERENCES

Most troublemakers have been found to be groups of young single males, with certain personality characteristics. Canadian research of spectators at hockey games showed those individuals likely to report escalating a disturbance were more impulsive, antisocial, sensation seeking, angry, and physically aggressive. Those that reported a strong likelihood of joining in a disturbance also believed that a disproportionately large number of other spectators would join in as well. (A false consensus effect, where individuals consider their own behaviour as the norm.)

Spectators who rated "I like to watch the fights" as a strong reason for attending a hockey game were foremost in rating themselves as likely to join in to a disturbance. Those that were likely to join a disturbance were singularly attracted to player fights at the event, unrelated to any other reason spectators give for attendance. This suggests that if player fights were minimised, this specific group of people may go elsewhere for their entertainment dollar.

Spectators with a history of aggressive behaviour have been found to be at the centre of crowd disturbances. That is, individuals with one or more convictions were responsible for a third of all recorded offences committed in English football crowds. Similar results have been found in studies of Canadian and Finnish hockey spectators.

SOCIAL FACTORS

Research has found that as spectators' identification with their team increased the likelihood that they will participate in a disturbance also increased. There is a correlation between spectator group size and aggression. i.e. Not attending alone, but attending a match with a group. As the size of groups within a crowd increases so does the threat to order.

A Canadian article comparing sports riots in Europe and North America, concluded that there is a lower frequency of sports riots in North America and the most likely explanation of this is due to the demographic differences of spectators, and the fact that North American sports fans see themselves as viewing an event, rather than being an extension of the team.

WHICH SPECTATORS WOULD INTERVENE IN DISTURBANCES?

Research has also examined self-report measures of whether someone would intervene in or attempt to diffuse a disturbance. 26 per cent of Finnish men at a hockey game reported they would intervene as 'peacemakers' (while 61 per cent would observe, 6 per cent leave, 5 per cent applaud/cheer, 2 per cent join in). In an American study of university students 15 per cent would intervene. A Canadian study found 18 per cent would attempt to quell a disturbance. The difference in whether someone would intervene or not, was found to be related to previous success in intervention, and a belief in law and order, rather than differences in personality measures.

Film footage of riots frequently shows comparatively few actively involved, with many onlookers. A potentially effective tactic of keeping the peace involves planting peaceful role models in the midst of unruly elements in crowd. This has been conducted in Denmark football crowds. Psychological studies have shown that positive models can be surprisingly effective. Although some research has also shown that bystander intervention was only influential when the bystanders were members of same social group as the actors.

An important point is that 'peacemakers' outnumber those bent on violence, and represent a potentially unheralded force for crowd control. Not only do they stand ready to intervene they can also work internally to prevent trouble before it starts. (Further discussion of the crowd policing itself is in the section "Implications for policing crowds/ public order policing" below.)

What factors contribute to riotous behaviour?

Situational – A number of situational factors are speculated to possibly contribute to riotous behaviour, although there is little direct evidence of this. Some of the factors speculated are: standing, crowded circumstances, disputed penalties, presence of rival team supporters.

Environmental – Other possible contributing factors may be heat, darkness, noise, and witnessing violence.

Some research has shown that player violence on the field has preceded spectator violence, although this pattern was more so in soccer (57 per cent) and football (49 per cent) rather than baseball (34 per cent) and hockey (8 per cent). A number of studies have found a relationship between player violence and measures of spectator hostility. A Canadian study found spectator hostility closely tracked on-ice violence.

Cognitive factors – some other factors which have been speculated to possibly contribute to violent behaviour have been spectators attributing their team's loss to inept officiating or dirty play.

Priming – Another possibility is that of media hyperbole priming aggressive thoughts and moods.

Alcohol – Experimental investigation shows a relationship between alcohol and aggression and lowering of inhibitions. Alcohol has been shown to facilitate aggressive behaviour. However, alcohol is not a single, simple determining factor. There are many riots (e.g. Toronto G20) which had little if anything to do with alcohol.

Police-fan interaction – Research on crowd behaviour shows that police-crowd interaction and police tactics can have a significant impact on whether or not violence escalates and spreads. This is discussed in more detail below.

Overall, violence may frequently be an unwelcome part of sport. It is not possible to give everyone a personality test or a breath test on the way to an event. The most common responses to control crowds and disorder at events have been physical control tactics, implied force/security, the restriction of alcohol availability and public education through media messaging and target groups. Few other empirically based tactics exist.

Crowd behaviour

MYTHS OF CROWD BEHAVIOUR

Much of what was previously believed about crowds was based on stereotypes which are now disputed by social scientists. Classic theories of crowd behaviour argue that people become anonymous within the mass and lose their individual identity. As a consequence of this they forget their normal values and standards and their ability to think and reason, and become caught up in mutual excitation. People become mindless, and ideas and emotions become contagious, and there is a loss of control of meaningful behaviour. So when a suggestion comes along that they would normally resist, crowd members no longer have the ability to resist.

Combined with these ideas, another assumption of classical crowd psychology is the ‘agitator model’, which posits that because crowd members have lost their individual identity and rational thought, they are vulnerable to unscrupulous individuals who wish to create disorder, and ‘hijack’ the crowd. Simply put, classical theories combined with the ‘agitator model’ of crowd dynamics, describe crowds as “where the bad lead the mad”.

This view has frequently found its way into police concepts and training regarding crowd control. However, recent research has shown that crowds are not anonymous, unanimous, irrational, or without thought, made up of gullible followers of a ringleader.

PROBLEMS WITH CLASSICAL VIEWS OF CROWDS

According to recent research, classic theories not only misrepresent the psychology of crowds, they suggest ways of dealing with the crowd that will fail to resolve conflict and often increase the level of violence. In addition they impede the development of strategies that may improve relations between the police and the crowd, and subsequently the wider communities.

Classic theories of crowd behaviour, with their emphasis on mindless following of agitators, lead police to treat the crowd uniformly where disorder is expected. Then, through misapplication of tactics, agitation and contagion become self fulfilling prophecies. (Further discussion in section on “Implications for policing crowds/ public order policing” below.)

MODERN THEORY OF CROWD BEHAVIOUR

Modern explanations of crowd behaviour place greater emphasis on the crowd inter-group interactions, the rational choice of individuals in crowds and the existence of potential flashpoints.

Social science and situational crime prevention theories generally have a theme of human behaviour as being fundamentally rational in character and people normally calculate (implicitly) the likely costs and benefits of actions before deciding what to do. People choose behaviour with minimal risk of apprehension and desirable rewards. Within any crowd there are people acting self-interestedly and taking advantage of the situation. Anonymity (even just perceived anonymity) of the group gives freedom to make short term gains or give vent to their prejudices.

Even in a riot situation, rational choice can be exploited to prevent mayhem. When an individual is in part of a large group, the decision process is affected by the objectives and beliefs of the group.

ESIM AND DYNAMIC CROWD INTERACTIONS

The dominant theoretical model of crowd psychology available today in the research literature was developed by UK researchers and is referred to formally as Elaborated Social Identity Model (ESIM). ESIM has been validated through a series of studies of riots in different settings. e.g. anti-tax, student, environmental protests and football riots.

According to this model, individuals do not lose their individual identity, and become swept up in emotions they cannot control; however they act collectively in a crowd on the basis of a shared psychological group affiliation or social identity. (e.g. I am Catholic, I am British, I am a police officer). The most relevant group identity will depend on the circumstances. For example: Usually people on a train will all ignore each other. If the train is stopped and delayed for some time with passengers unable to leave, they will begin to speak and smile and consider themselves together as part of a group (trapped train passenger group). As soon as the train moves again they will go back to keeping to themselves.

An individual can be a member of many different groups so their behaviour will change from situation to situation, depending on which group is more relevant in the context. For example, both English and Scottish football fans have a relatively high level of conflict and violence at the club level. However, at the national and international level English and Scottish fans are seen in different ways. English fans have an identity and reputation that engenders fear, whereas Scottish fans are seen as boisterous, entertaining and friendly. Scottish fans will protect this national fan identity by stopping acts of disorder by their own members that would put their social identity at risk. This is an example of the significance of self-policing in maintaining crowd order.

Social identity also determines who can influence us, the nature of goals and priorities, how we view behaviour, and the conditions under which we will enter into conflict. It determines how the group will behave. Social identity is a dynamic process which is dependent on ongoing inter-group interactions, including frequently and crucially the police-crowd interaction. Therefore crowd psychology should be conceptualised as an ongoing interaction (intergroup process) of which police are an integral component.

The importance of the relevant social identity is what makes group behaviour possible. In-group members are treated with warmth and the well-being of the group becomes the individual's well being. Individuals conform to the beliefs associated with the relevant identity of that group. Crowd action is therefore not random and uncontrolled, but a reflection of the social beliefs of the individuals in the groups involved. The group is unified against outsiders, and when acting as a crowd, the fate of the group takes priority. Often the events that lead to conflict are highly symbolic and meaningful to crowd members.

Social identity is a reflection of interaction, and changes in social identity can lead to changes in what behaviours become influential and the forms of collective action that emerge.

Implications for policing crowds/ public order policing

An understanding of crowd psychology has significant implications on the police response to crowds. Understanding is the key to predicting how crowds will act and react. Policing crowds is a dynamic and interactive process. "It has become increasingly accepted that the outcome of crowd events cannot be explained solely in terms of what crowd members do, but must also address police actions – or rather, to be more precise, it is a function of the evolving interaction between the police and the crowds that are present." (p. 563, Reicher et al, 2004)

There are two implications of ESIM: 1) the behaviour of a crowd will vary as function of what group is involved, and 2) understanding the social identity of the specific crowd one is dealing with becomes a tool of practical use.

Crowd violence is not random in terms of what provokes it. Crowds typically sanction violence under two conditions: a) another group acts in ways seen as illegitimate in terms of crowd collective values/standards, or b) others act to impede the crowd doing something it considers legitimate in these terms.

The events that precipitate violence will vary from group to group. One cannot specify in general terms what will set off crowd hostility. It depends from group to group as a function of their different concepts of legitimacy. It is important to think in terms of a spectrum from participating in violent acts to actively preventing them, rather than just thinking in terms of a violent/non-violent dichotomy.

An interactive policing strategy that distinguishes between different groups in the crowd is not a guarantee that conflict can always be avoided, but will minimise conflict and maximise opportunities to engage crowd members in achieving this (self policing).

Classic crowd theory is counterproductive due to a number of factors. 1) If all crowd members are treated alike this creates unity, 2) if the reaction to some violence is to put restraints on all members, this unites the crowd in hostility and opposition to police, 3) this increases the influence on the crowd of those advocating conflict and undermines self-policing. Classic crowd theories then become self-fulfilling prophecies. By responding to the acts of the few by clamping down, a limited problem may be transformed into general conflagration.

MULTIPLE VOICES IN A CROWD – WHAT DETERMINES WHO GETS HEARD?

There is not one crowd. There are different individuals and groups within the mass of people. An individual in a crowd who calls for confrontation is frequently stopped by other members (self-policing). Agitators cannot agitate at will. Their success or failure has as much to do with how outsiders act (e.g. police) as people inside the crowd. Research shows we react more strongly to a member of our own group who violates a group norm than an outside person who violates a norm.

Therefore ideally we want the crowd to police itself. A generalised clampdown by police disrupts self-policing by unifying the crowd against the police. The more effective policing style is one which separates different elements of the crowd and does not drive them together. This will affect how the crowd responds to 'agitators' i.e. whether they self-police or not.

"Different types of intervention can lead to the difference between violent sections of the crowd being isolated or else acquiring a leadership role" (p.565 Reicher et al 2004)

THE DILEMMA

This raises a significant dilemma: How to control crowds that intend to act illegally without alienating those members with legitimate and non-violent aims? How can they be treated differently when they are physically intermixed and frequently indistinguishable?

First police should not stay back from the crowd, but instead be out and about (as the Vancouver Police do in their meet & greet strategy). This distinguishes between hostile and non-hostile members and additionally serves to isolate hostiles. It is a mistake to clamp down on the whole (e.g. forced dispersal, or containment) as a response to an isolated conflict. This action would impede those with legitimate intentions, and these members may then countenance conflict, or at least passively condone it.

If a crowd can see their legitimate aims are facilitated, and that agitators actually endanger legitimate aims, they will listen to the police and they will self-police (the ideal scenario). If their legitimate aims are not facilitated (e.g. a generalised clampdown) then this leads to more confrontation. In fact, when bystanders find themselves the target of generalised police action then not only do they not intervene but they may actively assist.

Internal dynamics between violent and non-violent crowd members are the key – and this will depend on the relationship between crowd members and the groups they interact with.

In summary, there are two general implications of ESIM on public order policing:

- » How the police should act in order for the crowd to control itself (self-policing)
- » Emphasis on facilitating legitimate members even when the group contains illegals and ones that start to behave illegally.

Four principles of crowd policing

The above general implications lead to four specific principles of crowd policing, discussed below: Education, facilitation, communication, differentiation.

EDUCATION

Intelligence gathering for a crowd/demonstration should not be limited to criminal intelligence. Police should gather information on and understand the social identities of people in the crowd – their values, standards, aims, goals, and what they see as right and proper.

Traditional intelligence gathering only provides information about violent individuals. But it is also important to know why these individuals would have an impact on the crowd. i.e. why a small group could have an impact on the whole. By understanding the social identity, police can know better what may antagonise them, and alternatively how to support them.

An equal emphasis should be placed on these two types of knowledge gathering at intelligence briefings.

FACILITATION

Ideally the main question in crowd policing is not “how can we control them?” but “how can we facilitate their legitimate aims?”. Emphasis on facilitation, and how to organize policing so that the crowd can be facilitated to their underlying aims, needs to be paramount in all stages of a police operation. Planning here is very important.

“Indeed it is at the point where violence is beginning to break out and where the temptation to clamp down is at its strongest that facilitation [of legitimate aims] becomes most important. It is at this point that a clear indication that the police are supporting collective aims (and that violence endangers them) can make the difference between escalation and de-escalation.” (p. 567 Reicher et al, 2004)

For this to happen not only must the police try to facilitate crowd aims, but the crowd members must see them as doing so. This requires communication.

COMMUNICATION

It is important to communicate proactively with the crowd and maintain communication. Ideally the people who communicate with the crowd are trusted by crowd members and seen as representative by significant sections of the crowd (cultural knowledge is critical for this). Numerous different methods of communication can be used, such as leaflets, media, websites before the event, as well as new technology, such as social media. Further, at the event, communication could be conducted through screens and mobile loudspeakers. The Vancouver Police recently purchased a Long Range Acoustic Device (LRAD) for crowd communication. This could be put to use proactively to communicate with the crowd, not just when the situation has disintegrated into disorder.

In summary, greater use of proactive communication is important for effective crowd management.

DIFFERENTIATION

The single most critical principle in public order policing is that police should not treat everyone the same. The classic view of crowds of agitation being contagious, and that once violence starts everyone is dangerous is not true. In fact it is at this point that differentiation is most important.

“It is precisely when some crowd members start to be hostile that it becomes important to treat the generality of crowd members in a friendly way. It is precisely in order to stop the violence of the few that one must be permissive toward the many.” (p. 568, Reicher et al, 2004)

This is extremely difficult and goes against natural inclinations and traditional views. It is even more difficult for officers to differentiate when they cannot see well behind scuffed riot shields and while trying to sweep a street. It is very difficult for a front-line police officer where the cost of trusting someone who is potentially violent is worse than the cost of not trusting someone who is potentially friendly. But this differentiation in the treatment of crowd members is critical and needs to be addressed in training and operational procedures. There will never be enough police officers to control a mass of people that severely outnumbers the police if the crowd is unified in a course of action.

Differentiation is crucial and must be built into every tactical and strategic decision, training, briefing, and operation, and not just tagged on at the end of a list of policing options. It must be considered with all technology and tactics, and may require new tactics since many existing tactics treat all crowd members equally. This differentiation needs to be part of every single action and policing decision from the initial planning for an event to execution on the day of the event.

IMPLICATIONS FOR POLICE TRAINING

A 2010 review of crowd control training in the UK found that police training (for the front line and the commander level) was still based on old ideas of crowd psychology, dating back to over 100 years to psychologist Gustav Lebon. These old concepts also exist in Vancouver Police training materials. The UK review found that these outdated views of crowd psychology were ingrained and institutionalised in police beliefs and therefore police tactics. This led to a potentially counter-productive reliance on undifferentiated use of force when dealing with crowds. Such training was found to undermine the police’s ability to develop more effective and efficient approaches to policing crowds.

ESIM AND PRACTICAL POLICING EXAMPLES

EURO 2004

The European Football Championship in 2004 (Euro 2004) in Portugal was an example of the application of ESIM crowd psychology in policing, with UK researchers advising the Portugal police. Euro 2004 has been widely held as a successful example of public order policing.

This event prepared for four levels of policing.

Level 1 – Normal uniformed officers worked in pairs, who were enabling, friendly, and promoted a carnival atmosphere (similar to the Vancouver Police meet & greet strategy). The officers were interspersed throughout the crowd, which also meant that they could spot minor emergent disorder or trouble immediately and target only those individuals who were being disorderly. They were able to intervene in a low-key manner in early stages (e.g. without others in crowd even noticing an arrest had been made).

Level 2 – Where disorder endured or escalated larger groups of normal uniformed officers moved in. They communicated with fans in a non-confrontational manner, reasserted shared norms, the limits of acceptable behaviour, and highlighted breaches and consequences.

Level 3 - If the above failed, police would don protective equipment and draw batons but were to target their actions as precisely as possible.

Level 4 – Use of full equipment, if necessary, such as water cannons.

Those areas of Euro 2004 policed in this way (based on ESIM) had excellent results and only one arrest of an English fan occurred compared to 965 arrests of English fans in Euro 2000. However, those areas policed in the traditional way (avoiding close contact or intervening in an undifferentiated way with riot gear) had two riots in that time (where 52 English fans were arrested).

The researchers concluded with four main findings from this:

- » Facilitating the crowd and a positive attitude reduces levels of disorder
- » This promotes self policing in the crowd
- » Early, low impact and targeted interventions allow police to manage emergent disorder
- » This decreases the likelihood of having to use more forceful indiscriminate tactics.

THE SWEDISH EXPERIENCE - DIALOGUE POLICE

Based on the key concepts from ESIM research from the UK, the Swedish police have created specially trained 'dialogue police officers', as part of an overall crowd management strategy. The success of their efforts was recently reported by an article in *The Economist*. In keeping with ESIM, the fundamental approach is to promote self-policing among the crowd/protesters, to facilitate legitimate aims, and to de-escalate situations (although illegal behaviour is not accepted). The dialogue police work within a complex interplay of within-group and between-group processes.

Dialogue police are officers who are specially trained to communicate and establish contact with demonstrators, and to act as a link between organizers and police commanders. They do not participate as part of other police interventions (e.g. arrests), and they work to continuously adapt actions (on both sides) to the specific conditions. A key intention is for police action to avoid affecting the collective whole, in order to avoid innocent individuals being caught up in generalised police intervention. (Some other police tactics include mobile arrest teams in plain clothes to avoid antagonising the crowd.)

Dialogue can have an effect on whether a conflict is minor or escalates to a general confrontation in the crowd. When police intervention or coercive police action (e.g. arrest) is necessary, the crowd's understanding of this can lead to greater acceptance of police actions. "How police intervention affects a crowd, in both the short term and the long term, must be weighed against the possible effects of an intervention." (p.82, Holgersson, 2010).

The responsibilities of a dialogue police officer include actions before, during and after an event/demonstration. Actions after an event are seen as the preparation for the next event, in order to bring about more favourable conditions in the future.

OVER-REACTING AND UNDER-REACTING BY THE POLICE

"If police play a waiting game they can be criticised for being too passive. If, on the other hand, they intervene at an early stage they risk criticism for overreacting." (p.90, Holgersson, 2010).

Police around the world have faced criticism following various riots for either not taking enough action early enough, or for over-reacting and using indiscriminate force and too much force. "The possibility of escalation [to a riot] is greatest when police either under or over control the crowd. In the former, under-activity sends out the message to would-be rioters to behave with impunity. In the latter, too soon an intervention or undifferentiated force responses escalate conflict. The police must be firm but discriminating."

A key issue of the successful policing of the Euro 2004 championship, discussed above, was the importance of early, low impact and targeted interventions. (In addition, Euro 2004 also had significant numbers of riot police standing by, out of sight, to immediately supplement the other officers, if it became necessary.) A number of papers discuss the importance of carefully graded, differentiated responses to the people in a crowd, as well as early interventions to set appropriate behavioural limits. The police intention should be to interact with fans in friendly manner, facilitate legitimate behaviour, but to also monitor for and gather information on potential threats to order. This leads to the early identification of emerging tensions which could be dealt with by larger squads of police, and early interventions to disrupt those demonstrating criminal intent.

"...most effective means is by ensuring ongoing threat assessments are linked as closely as possible to graded, dynamic, specifically targeted, information-led and rapid tactical deployments." (p. 278, Stott et al, 2008)

"... if certain behaviour is not stopped, it may create a sense of empowerment and encourage more destructive behaviour." (p.26, Institute for Non-lethal Defense Technologies, 2001)

It is important to decide ahead of time which behaviours will and will not be tolerated, and for expectations of behaviour to be communicated to the crowd, with police using "early, professional but firm interventions with individuals causing unsafe/illegal behaviour". (Having specially trained fire units embedded with the police can also be useful to ensure that any fires, no matter how small, can be immediately dealt with.)

However, police interventions designed to stifle inappropriate or bad behaviour must be seen as legitimate by others in the crowd. Once again, this requires differentiation and, importantly, communication on the part of the police. In addition, police interventions deemed necessary and unavoidable should be carried out swiftly and decisively with officers taking care not to "trap" the crowd or disperse them so randomly as to create a more unmanageable scenario.

The above implicitly suggests or assumes a significant number of police to first notice and then promptly deal with emerging low-level disorder. If there is an extremely large crowd compared to police numbers, then police may not even be able to notice all behaviours requiring early interventions, let alone be in a position to take appropriate action, particularly if congestion makes it difficult to move through the crowd.

Concluding comment

Police officers carry a great deal of responsibility in making decisions under pressure when policing large crowds, particularly when disturbances have broken out. A sound understanding of crowd behaviour and the impacts of police-crowd interactions can be a powerful tool in devising the most effective public order strategies, and the most recent evidence and research on crowd behaviour will ideally form the basis for sound policing tactics, training and education.

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Appendix I

Chronology of Events June 15-16, 2011

I. Chronology of events June 15-16, 2011

The purpose of this chronology is to provide the reader with a general understanding of the dynamic nature of the events that unfolded between 10 a.m. on June 15 and 3:20 a.m. June 16. The Riot Review examined documents including individual organizations' chronologies and after-action reports. Not all known events were included.

Sources: Vancouver Police Department, City of Vancouver, Vancouver Coastal Health Authority, TransLink, South Coast British Columbia Transit Authority Police (Transit Police), E-Comm, Vancouver Fire and Rescue Services (VFRS), Deconfliction Unit,* Liquor Control and Licensing Board.

*A mechanism to allow VFRS, VPD, and BC Ambulance Service to share real-time information to optimize resource use.

Time	Events
1000	City of Vancouver (CoV) engineering department sets up additional CCTV cameras.
1200 to 1530	<p>Scheduled street closure begins.</p> <p>Live Site set up: fencing, carpet, portable toilets access, screens.</p> <p>Security for the Live Site arrives (1300)</p> <p>VPD discusses with a large downtown retail store their plan for the sale of merchandise after Game 7 and potential impact on employee safety.</p> <p>VPD sends its final operational plan to E-Comm with final names of police officers scheduled to work and radio information.</p> <p>Heavy crowds and traffic observed downtown, increased volume on TransLink. (1430)</p> <p>Inbound crush loads reported on the Expo/Millennium SkyTrain line. (1500) Inbound crush load will continue until 2145.</p> <p>LCLB Inspector and managers (8 in total) begin their shift downtown.</p> <p>Reports of alcohol concealed under jerseys and open alcohol consumption.</p>
1530	Inbound crush load reported on the Canada SkyTrain line. It will continue until 2145.
1600	<p>Liquor stores close as scheduled.</p> <p>VPD Department Operation Centre (DOC) is operational.</p> <p>TransLink reports crush loads continues throughout system.</p> <p>Georgia Live Site is at full capacity.</p> <p>Substantial liquor seizures on SkyTrains.</p> <p>CoV 3-1-1 service extended hours for Game 7.</p>
1620	Georgia St. closure expanded to accommodate crowds.
1630	Vancouver Fire and Rescue Services (VFRS) officials are positioned on the roof of the

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	Canada Post building. They are able to observe and direct fire prevention staff and communicate with EOC. Fire Prevention staff begin their shift, paired and assigned to sectors in the Live Site.
1640	Public, VFRS, and police dispatchers report that Live Site's barricades are being breached.
1655 to 1659	People climbing on roof awnings and lamp standards. People removed from awning. Live Site completely full. Crowds outside the Live Site in the thousands and crushing against fences from outside. VPD is instructed to remove the gates.
1700	TV broadcast begins
1700	Gold Command is activated. CoV Emergency Operation Centre Activated Level 1. People are unable to move about the Live Site, standing shoulder to shoulder. Police and security have difficulty accessing problems in the Live Site. People climbing on top of Budget Rent-a-Car building. Decision to close Vancouver Public Library early.
1705-1715	Lives Site is backed up to Richards St. CBC reports 100,000 people on the streets of Vancouver. Crowds in the Live Site are pushing forward toward the front of the Live Site near the screen. Request for assistance for the Live Site.
1710	Gold Command briefing begins.
1720	Game 7 begins.
1723	Fences are breached, large crowds moving in the Live Site.
1725	VPD Public Order Commander broadcasted that units are not there to control occupancy of the Live Site – just monitor.
1730	Cell phone use is rendered difficult due to high usage. E-Comm receives reports of breached barricades at the Live Site and people being trampled. Reports that there are 4,000 people watching Game 7 on Canada Place screen. (1732).
1735	Air One Helicopter is in the air and throughout the evening will fly over different areas of the downtown as required.
1740	Officers are sent to the Live Site from elsewhere downtown.

1745	First goal scored: 1-0 Boston (1st period)
1748	Fences at the Live Site are removed for crowd management.
1749	Seymour closed from Nelson to Dunsmuir because of the crowds.
1750	35 youths on the roof of Budget Rent-A-Car building.
1755	5 males in a fight at Georgia and Homer.
1758	VPD learns that inbound passenger count on Expo/Millennium SkyTrain line is approximately 108,000; Canada Line inbound is approximately 91,000
1800	E-Comm receives calls from people getting stuck in stairwells as doors to outside are blocked by crowds. The Vancouver Public Library closes early Food vendors removed – Damage occurring
1805	TransLink closes entrance grills of SkyTrain Granville station at Seymour and Granville. This is done to facilitate safe crowd management and is common practice for effective crowd control. Officers sent to secure a construction site on Granville St. to ensure construction material is not used as projectile.
1806	VFRS estimates 5,000 to 8,000 over capacity at the Live Site.
1813	Budget Car Rental staff afraid that the roof with a number of people on it will collapse and are asking for people to be removed. VFRS request VPD assistance to get people off the Budget Car Rental's roof but VPD unable to help at this time.
1816	E-Comm receives reports of mosh-pit type of activities in front of Canada Post building on Georgia. VPD officers trying to escort Emergency Health Services (EHS) in to remove an injured person.
1820	Gold Command requests Port Moody PD and West Van PD to hold over their day shift officers 1 hour past the game end.
1830	People are climbing on portable toilets at the Live Site
1833	VPD officers are to advise people on top of the Budget building of the danger but not to go up so as not to add extra weight on the awning.
1835	VPD requests all taxis to stay away from Granville and Georgia, media van to be moved from laneway between Robson and Hamilton,

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1840	Second goal scored: 2-0 Boston (2nd period)
1844	Police observe people throwing bottles from the top of Budget Car Rental storage building and remove them. Taxis told to stay away from Robson and Hamilton also.
1849	Third goal scored: 3-0 Boston (2rd period)
1850	Robson restaurants and bars are full, people walking. More VPD officers from elsewhere downtown sent to Live Site.
1856	VFRS will request people to come down the Budget Car Rental building. Will not be able to stand by afterward.
1900	Gold Command is advised that Surrey RCMP has no significant incidents to report at 72 nd Ave and Scott Road.
1902	SkyTrain leaving downtown at full capacity. People leaving downtown are saying “things don’t look good.” Gold Command advises Silver Command that the Tactical Troop assigned to Surrey are available if required. They will be held in case additional resources are needed.
1907	Start of 3rd period
1910	Gold Command is advised that other police services confirm they are immediately able to deploy officers to assist.
1915	Heavy loads leaving on transit.
1918	Large fight at Homer and Dunsmuir 30-40 people. Fight reported clear at 1921.
1922	VPD Public Order Commander makes the official request for Surrey Tactical Troop officers to be in Vancouver post-game. Gold Command is advised of the request.
1923	Large crowd relocated and appear to be ready to fight again.
1928	Bicycle officers moved to Robson and Granville. VPD squads are sent to Canada Place.
1930	911 callers report ‘rioting on the streets’ and VPD officers starting to “lose control of the crowds.” Media start reporting visuals of disturbances at the Live Site.
1930	100 people on top of the Queen Elizabeth (QE) walkway (Georgia and Hamilton). Patrons are kept inside the QE Theatre.

	<p>People climbing on lamp standard Georgia and Hamilton and people pushing remaining fence over, taking shovels off CoV truck (which CoV staff quickly recovered), breaking windows at Dunsmuir and Hamilton.</p> <p>CoV staff gathers fences part, tools, and shovels to prevent use as projectiles, prevent sign being knocked over, and repositions newsboxes at Dunsmuir and Hamilton.</p>
1930	Vancouver firefighters are being swarmed by crowds.
1933	Reports of looting at Gucci store. VPD deploys a team to Robson St.
1937	Male climbs on a traffic light in the intersection of Homer and Georgia.
1937	<p>Silver Command is advised many people are removed from the premises at Rogers Arena.</p> <p>Large fight at Homer and Georgia near the portable toilets.</p> <p>Fire Alarm activated at Rogers Arena, VFRS wants to respond. VPD advise VFRS that it may be difficult given 5 min left in the game.</p>
1940	Fourth goal scored: 4-0 Boston
1940	EHS required for an unconscious male at Library Square. Fight victim.
1942	EHS required to Homer and Dunsmuir for spinal injury.
1944	<p>People tipping vehicles over. Vehicle in front of Canada Post is flipped over.</p> <p>Numerous fights reported.</p> <p>Bottles being thrown at the large screen at the Live Site.</p>
1945	Game 7 concludes. Boston Bruins win
1945	E-Comm 911 lines are flooded. Callers report vehicles being flipped, fireworks being shot at the TV screens, bottles thrown at the large screen, and property set on fire.
1950	Outbound crush loads starts on the Expo/Millennium SkyTrain lines. Crush loads will continue on that line until 0100.
1952	Garbage can on fire near Canada Post, Hamilton and Homer.
1957	<p>Fight reported near Robson and Seymour.</p> <p>Two large fires outside Vancouver Art Gallery.</p> <p>Vehicle fully engulfed in flames outside Canada Post.</p>
1959	VPD Public Safety Units are ordered to change into hard gear.
2000	Reports of wires knocked down at Homer and Georgia.

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	<p>Burning vehicle being hosed down.</p> <p>E-Comm fire and police dispatch are inundated with calls.</p> <p>VPD requests assistance from RCMP and Delta Police Department to send any spare officers after the Surrey Live Site is concluded.</p> <p>CoV warns patrons of QE Theatre of conditions outside and lock down QE parking. Non-Market housing warns residents.</p>
2002	<p>VPD Public Order Commander advises Gold Command of large fires in downtown, incendiaries being thrown – all PSU units are gearing up, if cannot disperse with officers alone, will use gas.</p>
2005	<p>Vehicle on fire Beatty and Georgia.</p> <p>Reports somebody fell from a viaduct.</p> <p>Police officer injured after being struck by an object thrown by a rioter.</p> <p>The Public Order Commander advises Gold Command that citizens are throwing projectiles towards the vehicle on fire. Will direct the Public Safety Unit to move the people away from the vehicle on fire. The use of gas is authorized to disperse the crowd around the vehicle on fire.</p>
2007	<p>VFRS crew is mobbed at Homer and Georgia. PSU squad reports crowd throwing bottles.</p> <p>Store windows are smashed: Budget Rent-A-Car, Ristorante Da Gino, Black & Lee, Bank of Montréal, Blenz, Clover salon.</p> <p>Mounted VPD officers are directed to go to Beatty and Pender.</p>
2008	<p>Reports shots fired heard at 600 Citadel Parade.</p> <p>Police officers from West-Vancouver and New Westminster are heading toward Vancouver.</p>
2010	<p>People are starting to disperse from the post office area.</p> <p>Gearing up of Public Safety Unit officers continues.</p> <p>Radio reports EHS has pulled out of Homer and Robson for their own safety.</p>
2013	<p>2 Public Safety Units are near Hamilton and Dunsmuir and Georgia and Dunsmuir. Crowd does not back off. Permission requested for use of pepper spray.</p>
2014	<p>Windows of vacant building are smashed.</p> <p>Public Safety Unit squads are called to move in to support VFRS crew at Canada Post.</p>
2015	<p>Pepper spray approved for deployment.</p> <p>Transit police officer assaulted.</p> <p>Gold Command is informed there are no disturbances in Surrey or in Abbotsford.</p>

	A Public Safety Unit and additional officers assist another unit near Dunsmuir and Homer.
2017	People arming selves with metal poles from fencing and covering their faces with scarves
2020	Crowd is out of control. VFRS is pulled from the downtown core – it is too dangerous for firefighters. Pepper spray has been used. Gold Command is informed that officers from VPD, Abbotsford, RCMP, New Westminster are heading toward downtown.
2021	Portable toilets are overturned and windows at Canada Post are smashed.
2022	Public Safety Unit reports the crowd is hostile. Officers are re-grouping and VPD Mounted is assisting.
2024	Windows being broken at BMO Homer and Georgia. Shards of glass from broken windows and bottles are thrown at officers.
2025	Breaking windows at The Bay. Radio reports the crowd is dispersing at Homer and Georgia. Crush-load leaving on transit.
2026	Negotiator present with LRAD (long-range acoustic device), permission granted to use it to communicate “unlawful assembly.”
2027	VFRS reports to VPD that crowd breaking windows of post office
2029	Barricades being thrown Nelson and Granville.
2030	Three vehicles in a parking lot are smashed set on fire. Reports a fire at Granville and Smithe. Vehicle is engulfed in flames at Georgia and Hamilton. Officers are holding at Cambie and Georgia. Police moving crowd southbound.
2030	CoV officials take away fence parts and carpet from Live Site.
2031	Police advance and hold at Georgia at Homer. Wait for more officers.
2032	VPD Public Order Commander advises RCMP to gear up.
2035	One civilian and two police vehicles are flipped and set on fire at Nelson and Granville.

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2036	Nelson and Granville – windows broken at restaurant, a VPD vehicle pushed over.
2039	Windows at Telus store are broken.
2042	Newspaper boxes are thrown around. Attempted to flip over a vehicle. Squads are holding at Georgia and Hamilton. Officers from other municipalities are staging north of the Live Site.
2045	Reports people are injured in the 700 block of Nelson. Windows are being smashed at Homer and Robson. Officers request the VPD Mounted unit back at Homer and Georgia. More officers on way.
2047	Officers are clear to use dispersion techniques. People seriously injured – woman hit in head with barricade, projectiles being thrown.
2048	Vehicles in EasyPark lot are smashed and set on fire. Public Safety Unit reports crowd is being moved from Homer and Georgia and request permission to deploy smoke. Permission is granted and smoke is deployed.
2050	Store windows and vehicles around Pacific Centre are smashed and stores are looted: 11 stores, multiple vehicles. Nelson and Granville is out of control; permission granted to deploy smoke only. TransLink Chief Operating Officer authorizes the screening of passengers wishing to board the SkyTrain inbound to Vancouver. The decision takes time to implement. Transit Police working with jurisdictional police partners. This requires augmenting police resources upstream to monitor the flow of passengers and turn back passengers who were intoxicated. VDP is advised.
2051	Police deploy smoke at Nelson and Granville
2055	Reports of crowd moving westbound at Homer and Georgia.
2056	Officers deployed to Dunsmuir and Beatty
2058	Silver Command Called Gold Command to request all additional resources.
2100	The Department Operations Centre (DOC) advises that all available police personnel is needed as soon as possible. Gold Command is advised that the officers from Abbotsford are still on way driving with emergency lights and sirens on. The additional RCMP Tactical Troop officers are to deploy downtown directly with gas masks.

	<p>Windows at Vancouver Public Library smashed.</p> <p>Dumpster is set on fire and rolled down Homer St.</p> <p>Vehicles are smashed in a parking lot at Nelson and Seymour.</p> <p>Dumpster is set on fire at Robson and Richards</p> <p>Transit Police officer injured Dunsmuir and Granville when an OC canister explodes during the arrest of a looter.</p> <p>Bridges into downtown are closed.</p> <p>TransLink is advised of bridges closures and Coast Mountain Bus Company makes the decision that buses and support staff may be authorized to vacate the downtown if necessary.</p> <p>Additional 3-1-1 staff called out to support CoV Emergency Operation Centre.</p>
2101	<p>Radio reports officer down after being hit by a projectile.</p> <p>Windows are smashed at the Federal Court near Georgia and Granville.</p>
2103	<p>Public Safety units advise they will deploy gas in Nelson and Granville.</p>
2104	<p>Additional dog units are on way from Surrey RCMP.</p>
2105	<p>Fire set in an alley at Homer and Robson.</p> <p>Person is assaulted and stabbed near Richards and Granville.</p> <p>Fire in Ford Theatre parkade [The Centre in Vancouver for Performing Arts].</p>
2108	<p>Windows are smashed and stores looted on Granville, Dunsmuir and West Georgia.</p> <p>A public safety unit is returning to the Granville St area.</p>
2109	<p>Transit Police recover looted property at Vancouver City Centre SkyTrain station.</p>
2110	<p>Vehicle engulfed in flames next to The Bay on Seymour.</p> <p>Gas deployed at Granville and Nelson after an officer hit in head, pushing the crowds north on Granville St.</p> <p>Electronic screens in SkyTrain stations read: <i>“Due to the unstable situations in Downtown Vancouver, we strongly advise customers NOT to travel downtown until further notice”</i>; the message is posted until 2257.</p>
2114	<p>Bridges shut down in-bound.</p>
2116	<p>Fires are now a matter of public safety, people to be dispersed by gas if necessary.</p>

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2117	Parkade fire at Seymour and Georgia.
2118	Vehicle fire out of control in underground parking at Seymour and Georgia. People flipping more vehicles, people on the roof of the building. Unsafe to escort VFRS into area.
2120	Persons exposed to tear gas arriving in St. Paul's Hospital. Preparations for Code Orange are underway. Officers have gained control of Hamilton and Robson.
2125	Crowd trying to tip over a van near Homer and Robson. Gold Command is advised that more officers are on way from Abbotsford over and above those still on their way.
2126	Officers are surrounded by hostile crowd at Granville and Nelson.
2126	Vancouver General hospital activates their Emergency Operation Centre and Code Orange in expectation of large number of patients because of the use of tear gas and pepper spray.
2129	Fire reported at the Ford Theatre near Homer and Robson.
2130	A person was stabbed Richards and Robson. Subjects are trying to light vehicles on fire at Cambie and Georgia. Looting at the Bay. Coast Mountain Bus Company directs all buses and support staff out of downtown core for safety reasons until the start of the regular service next morning.
2131	Police deploy smoke Seymour and Georgia.
2132	Gold Command is advised that additional officers are en route from New Westminster.
2134	People trying to light vehicles on fire in a parkade. Police deploy smoke to force them out.
2135	St. Paul's determines its ER is staffed in sufficient numbers.
2138	Surrey RCMP TAC arrives in downtown Vancouver
2139	A police officer presses his/her emergency button at Seymour and Dunsmuir.
2140	At the request of North Vancouver RCMP, SeaBus stops service into Vancouver. Service out of Vancouver continues until end of service 0230.
2142	Windows at Bell Mobility are smashed.

2143	Stabbing victim moving in and out of consciousness at Richards and Robson.
2145	<p>Crowds at Seymour and Dunsmuir.</p> <p>Looting along Seymour between Dunsmuir and Robson.</p> <p>Police gain control of Georgia and Seymour and await for instruction on which direction to move crowd.</p> <p>Additional officers are in Vancouver ready for deployment.</p> <p>Inbound loads lighten on the Expo/Millennium line.</p> <p>At the direction of VPD, TransLink requires inbound passengers on the Canada Line to disembark at Olympic Village station; this will continue until 0023.</p> <p>Coast Mountain Bus Company (CMBC) security and North Vancouver RCMP are screening SeaBus passengers to Vancouver.</p> <p>Transit Police recovers looted property at Burrard SkyTrain Station.</p>
2147	<p>Police still holding Granville and Nelson.</p> <p>Transit Police recovers looted property at Stadium SkyTrain Station.</p>
2148	Decontamination Team set up outside St. Paul's hospital emergency entrance. Casualties being washed down and sent on their way.
2150	<p>Additional Surrey RCMP TAC Troop officers are now operational in downtown Vancouver.</p> <p>All CMBC services into the downtown core are now suspended. Some security staff continue to support the SeaBus service, all others vacate the downtown area.</p> <p>Radio reports a suspect is approaching Seymour with a switchblade.</p> <p>Vehicle fire and windows going in at The Bay.</p>
2152	<p>Canada Line SkyTrain Staff evacuated from downtown, leaving supervisors and Transit Police. Canada Line stations remain opened for outbound passengers.</p> <p>Radio reports large crowds are watching the fire.</p>
2154	EHS is requested Hamilton and Robson for an injured child. Safe for EHS to enter building.
2155	<p>A second vehicle is on fire at The Bay.</p> <p>BCAS units are meeting and preparing near the entrance of St. Paul's hospital.</p> <p>Fires and other disturbances reported in North Vancouver.</p>
2156	St. Paul's declares Code Orange and proceeds with security lockdown procedures (controlled access).
2157	Additional RCMP Surrey officers arrive downtown.

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	More officers are requested for Dunsmuir and Seymour.
2159	Radio reports crowd is throwing projectiles into the fire in front of The Bay.
2200	Transit police officer injured when struck in the head by an object thrown by a rioter. St. Paul's confirms lockdown (controlled access); no staff to leave St. Paul's, contingency plan for Code Orange. Live Site clean-up begins (2200-0800). CoV 311 closing time extended.
2202	More officers are in Vancouver ready to be deployed.
2205	Hamilton and Robson is clear.
2206	CoV Engineering official observes broken glass, portable toilets overturned, police line at Seymour, vehicle on fire, people disoriented. Help people on Dunsmuir find way to transit.
2209	Vehicle reported flipped; people are trying to set it on fire. Show will end at 2245 at QE Theatre and staff are advised to hold patrons and lock down.
2211	Crowd breaks through windows and metal gates at London Drugs and store is looted. Request for officers.
2212	Reports people are inside The Bay on several floors attempting to light fires.
2215	Inbound trains on Canada Line stop-skip Yaletown and Vancouver City Centre Stations. Outbound service only on the Canada Line. This continues until 0023 when two-way service resumes. Additional RCMP officers are en route to Vancouver. More are available if requested and also others from other jurisdictions. VPD decides that more are not needed at this point.
2217	Radio request for EHS for subject hit with a baton on Seymour St.
2222	Two stabbings are reported Georgia and Robson. VPD Mounted unit at Seymour and Georgia. Transit Police recovers looted property at Granville SkyTrain station.
2224	Two suspects reported at Hotel Vancouver Fire at The Bay. VFRS are requested and officers will assist them.
2225	Officers are deployed along Georgia and at Smithe and Granville.

	Two K9 and officers deployed at Burrard and Robson.
2226	West lane Granville and Robson – fully engulfed building.
2227	RCMP TAC Troops are holding with difficulty at Smithe and Granville, requesting assistance.
2230	Robson and Howe: Crowd smash windows at Sears, loot store and attempt to set fire. Crowd smash windows at Chapters and people are assaulted. Windows at smashed Robson and Richards. Police push a 300-person crowd south to Robson from Granville and Georgia.
2230	St. Paul's staff are not to be released from work until further notice. Decontamination and treatment area is created.
2232	Police clear Georgia and Granville. Police clear Georgia and Cambie. Still waiting for EHS for two stabbing victims.
2237	Vehicle fire mid-block Granville and Georgia. Officers moving to Homer and Georgia.
2241	Request for gas deployment near Granville and Nelson. Transit Police recovers looted property at Stadium SkyTrain station
2243	Report of fire in underground Pacific Centre
2244	Security added at St. Paul's to support Code Orange procedures
2245	VFRS is requesting police assistance to investigate an underground fire at the Pacific Centre.
2249	Radio reports large crowd moving on Pender and Granville.
2250	Gold Commanders confirm that all requested resources from outside Vancouver are now on scene, except a few officers coming from Abbotsford.
2251	VPD requests that inbound trains on Expo/Millennium SkyTrain Lines skip-stop Granville Station. Skip-stop at that station continues until 0055 when two-way service resumes.
2252	EHS requested for Seymour and Pender.
2254	An officer is requesting the release of QE patrons.
2255	Gold Command is advised that Sears and Sport Chek were looted.

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	Transit Police recover looted property a Burrard SkyTrain station.
2256	Looting at Howe and Robson beside Sears, officers are assigned to respond. EHS requested Nelson and Howe for man defibrillating.
2257	Report of fire at Sears.
2300	Volunteers already organizing to clean up.
2304	EHS requested Hornby and Dunsmuir. Request for officers at Hotel Georgia and Howe. Officers assigned to Robson and Burrard.
2305	Gold Command is advised a fire near Granville and Georgia is out. Officers are assigned to The Bay.
2308	Officers request water and relief at Smithe and Richards.
2310	300-person crowd at Howe and Robson to be pushed south. VPD Mounted units used.
2311	Officers are holding at Howe and Georgia.
2315	Officers request assistance and drinking water Robson and Burrard.
2317	K9 and officers staging at Burrard and Robson.
2320	Downtown bridges closure still in place. St. Paul's Communications and Public Affairs notify the media that St-Paul's is not at capacity as is being falsely reported.
2323	CoV staff advise that the Orpheum Theatre has been assessed and there is no damage or breach reported.
2325	Unconscious male at Nelson and Howe. Safe for EHS to move in. Front of Vancouver Art Gallery is being cleared.
2326	Request for officers at Hornby and Robson.
2330	Flushers and sweepers cleaning Georgia up to Seymour.
2331	Officers deploy gas Robson and Georgia.
2332	Additional officers are standing-by near downtown. Deployment issues include incompatible radios and lack of gas mask.
2335	More officers are needed Smithe and Howe.

2337	Additional officers from other jurisdictions arrive downtown.
2339	Crowd is smashing more windows at Sears.
2340	Officers are managing the crowds at Hornby and Robson.
2340	CoV Emergency Operation Centre meeting. Next day's council meeting is cancelled. Logistics for post-riot clean up are discussed: VPD will remove burned vehicles and portable toilets after investigation. Crews are contacting businesses and helping organized volunteers and supplies in the morning, street cleaning crews to report broken windows.
2345	In past 4 hours, E-Comm received over 2,000 calls (between 1945 and 2345).
2348	Contractor with plywood will start boarding up near QE Theatre.
2350	Windows at the SFU downtown campus are smashed. Large group of people at Hornby and Robson.
2352	a group of officers are stood down and leaving downtown.
2353	Crowd is contained to the area bounded by Hornby, Granville, Robson and Georgia streets. Gold Command is advised of the total of number of officers from other jurisdictions that were deployed in downtown.
2355	Officers begin to take reports.
June 16th	
0000	Abbotsford officers are starting to be deployed.
0002	Officers from Delta Police Department are standing by waiting to be deployed. TransLink is asking whether they can re-open the Canada Line. VPD advises to wait another 30 minutes and check back. Request that officers move back to Smithe and Howe.
0006	St. Paul's Code Orange is still in effect. Many squads are downtown at Granville and Helmcken, Granville and Davie, Granville and Drake, Robson and Granville, Smithe and Granville, Nelson and Granville. Also a squad on way for closing the bars in the Granville Entertainment District. VPD Mounted squad stood down for the evening.
0007	VPD announces that all officers on hold from other jurisdictions but not in Vancouver

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	already can be released for the night.
0008	Report of a dumpster fire in a back lane, VFRS is on scene.
0012	Reports of a large crowd of about 300 at Burrard and Davie. Most other locations are clear of crowds.
0015	St. Paul's close off vents to ER. Tear gas coming in. VPD advise TransLink that the Canada Line can start operating inbound trains.
0016	Radio reports that the large crowd at Burrard and Davie appears to be peaceful. Transit Police recover looted property at Waterfront SkyTrain station. Protection equipment (masks and goggles) provided to St. Paul's staff attending outside St. Paul's.
0017	A VPD officer is pepper sprayed at Davie and Howe.
0020	Code Grey in St. Paul's: Air Exclusion at Burrard.
0022	Radio reports dumpster fire in the lane between Seymour and Richards. Code Grey at St. Paul's: All buildings.
0023	Two way service resumes on Canada Line SkyTrain. Inbound had been stopped since 2215.
0025	VPD closes licensed establishments in the Granville Entertainment District
0030	Company that owns the portable toilets picks them up. City workers ensure broken glass is cleaned up from sidewalks.
0032	Air One helicopter flying overhead reports no hot spots left.
0040	A number of officers from Abbotsford who are in Vancouver but who were waiting to be deployed can be stood down.
0041	Person punched in face, has cut lip Homer and Georgia. EHS is requested.
0045	Person pushed by a suspect is unconscious male Seymour and Robson. EHS requested.
0052	A group of officers are stood down
0055	Two-way SkyTrain service resumes on the Expo-Millennium Lines. St. Paul's is standing down some security staff. Mobile staff will suffice.
0057	Air One helicopter is stood down

0059	Burrard SkyTrain station is closed for two minutes for crowd safety because Transit Police need to leave the station. When they return to assist with crowd management, the station reopens.
0100	Outbound loads lighten on Expo/Millennium Lines.
0105	St. Paul's 'all clear' of Code Grey. St. Paul's security to escort staff to their local residences. VPD officers begin to be stood down. VPD calls out investigators: priority given to violent crime against persons, or arson. A Major Case Management process will be set up to collect reports. CoV calls a security company to deal with smashed windows.
0110	Radio reports a few vehicles have been lost at Granville and Robson. St. Paul's hospital Code Orange still effect. Decision is made to send non-VPD officers home first.
0115	CMBC resumes service to downtown core. The majority of St. Paul's staff are released – ER has enough staff.
0121	St. Paul's 'all clear' of Code Orange.
0125	All VPD Public Safety Units are stood down. Traffic is reopened on Granville.
0134	Public Safety Unit evidence-gathering teams are stood down.
0145	SeaBus service resumes, single ferry, light loads.
0150	A squad is stood down.
0155	Gold Command is stood down. Several squad are stood down.
0200	CoV news release: City dispatches crews and cleans up after night of violence downtown.
0203	Broken windows reported at retail store Granville and Robson.
0218	CoV Emergency Operation Centre is stood down.
0226	RCMP officers from a mixed VPD-RCMP squad are stood down. The VPD officers remained on duty.
0230	End of SeaBus service as scheduled.

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0235	A squad is stood down. All Emergency Response Team officers are stood down.
0244	Two squads are stood down
0245- 0315	Several squads are stood down. All traffic authorities' officers are stood down.
0320	Command Channel is stood down. Public Order Commander is stood down.

Appendix J

Sports Riots

J. Sports riots

When sports and violence meet on the street

Hockey riots are unpredictable phenomena. Compared to fan mayhem in other sports, they are relatively rare. European soccer has attained rioting notoriety thanks to hooliganism, and spontaneous fan violence is also seen in basketball, football, baseball and cricket. A study of U.S. sports riots many years ago found just one in eight occurred in connection with ice hockey, well below baseball in first place with 31 per cent of 312 incidents dating between 1962 and 1970. Football was second followed by basketball. Hockey ranked fourth.⁶⁴ (Several decades later, the general ratios don't seem to have changed much.)

Generally it is hard to find instances of sports-driven riots in Canada before the middle of the 20th century. The ugly 1930s Christie Pits "baseball riot" in Toronto involved pro-Nazi remarks and a team of Jewish players. In hockey, the best-known historical incident may be the 1955 Rocket Richard riot in Montreal. On the surface, the Montreal outcome seems familiar and it even involved the Boston Bruins:

"The angriest fans took to St. Catherine Street, looting stores and breaking windows for seven unruly hours. Dozens were arrested, and the equivalent of martial law was put in place for the next Canadiens home game. The mayhem was considered the worst the city had seen since the anti-conscription demonstrations during WWII."⁶⁵

The backstory is that fan anger stemmed from the season and playoff expulsion of Habs legend Maurice "Rocket" Richard, who late in the regular season was attacked by a Bruins player with his stick and got a cut over the eye. The Rocket's violent retaliation – he attacked his opponent and struck a linesman – set him up for the expulsion that came on the eve of a home game against the Detroit Red Wings. This was a rare instance of violence starting within the sports venue then spreading outside when "a tear gas bomb was tossed and the riot inside the legendary Forum was on." Post riot and sans Richard, Montreal made the playoffs but lost the Stanley Cup to the Wings. The incident – not the riot, but The Rocket's "unfair" exclusion – still stood, nearly half a century later, as "a bitter memory which time has scarcely abated."

Mass fan hockey violence in North America seems almost entirely NHL-playoffs focused. Montreal has seen five notable Stanley Cup riots: 1955, 1986, 1993, 2008, and 2010. A U.S. college hockey game was accompanied by victory-side rioting in 2003. In addition to Vancouver's 1994 and 2011 incidents, Edmonton (winners of the Western Conference final) in 2006 saw fan violence. The 1993 Montreal incident and its post mortem were cited in Vancouver's 1994 riot inquiry.

One school of thought suggests that sports riots are either "issue-oriented" or "issueless." In other words, some have a fathomable cause stemming somehow from a crowd's mutually held belief, while others are simply rampant disorder. The Montreal example may fall into that category.

Vancouver's Grey Cup riots

By contrast, Vancouver sports riots in general seem to be issueless and alcohol-driven, although that hasn't stopped some commentators from seeking deeper meaning. Decades ago it was football, not hockey, which provided the starting point. On five occasions in the 1950s and 60s

when Vancouver hosted the Grey Cup, scores or hundreds of arrests were typical. Things got really out of hand in 1963 when the host city team was also in the football final. "Hoodlums" overran the 700 block of Granville, harming bystanders with flying beer glasses and — more benignly — dancing in conga lines and lifting up a Morris Minor onto the sidewalk. Police blamed non-fan "rowdy elements that give us trouble whenever they get a chance."⁶⁶

It was much worse in 1966 when The Vancouver Sun's front-page lead story put it this way:

*More than 300 persons were arrested Friday night and early today as billy-swinging police fought three pitched battles with screaming, bottle-throwing mobs who turned Grey Cup Eve celebrations into a riot.*⁶⁷

The evening had begun with "happy people" — though exclusively happy male people, judging by a press photo of the street scene — watching the traditional parade on Georgia Street which one commentator later described as a deliberate attempt by officials to "envelop the mob within an atmosphere where it can run down harmlessly."⁶⁸ (The B.C. Lions were not in the final.) At some point an egg-throwing, window-smashing, "kill-the-fuzz"-shouting mob took over. The police deployed 150 officers on the front lines, 50 traffic and communications officers and staff for support, and — once things got bad — dogs.

Police charged 260 by the morning after and the names, ages and home addresses of all the accused ran in that afternoon's newspaper (perhaps an early form of "trial by social media"?). According to a press account, two thirds that many appeared en masse in court two weeks later and stays of proceeding were immediately entered against half. Some of the remainder were reportedly fined and others were still before the courts in February, more than two months later. Identification was a problem for police, who were quoted in the press saying they "had some difficulty putting names with incidents" despite having good photographs.⁶⁹

Appendix K

Independent Technical Review

Independent Review of 2011 Stanley Cup Riot

Technical Review - Observations & Recommendations -

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List of Acronyms

BCAS	BC Ambulance Service
BCPC	British Columbia Police Commission
CBC	Canadian Broadcasting Corporation
CCTV	Closed Circuit Television
DOC	Departmental Operations Centre
EOC	Emergency Operations Centre
ERT	Emergency Response Team
FEST	Festival Expediting Staff Team
GED	Granville Entertainment District
ICS	Incident Command System
LCLB	Liquor Control and Licensing Branch
LRAD	Long-Range Acoustic Device
NCO	Non-Commissioned Officer
NHL	National Hockey League
PSU	Public Safety Unit
RCMP	Royal Canadian Mounted Police
VFRS	Vancouver Fire and Rescue Service
VPD	Vancouver Police Department

Part 1: Mandate

Deputy Chief Charles Bordeleau and Inspector Mark Ford of the Ottawa Police Service were engaged in July 2011 to assist the team conducting an Independent Review of the riot in Vancouver, B.C., following the Stanley Cup Final on June 15, 2011.

As technical advisors, Deputy Chief Bordeleau and Inspector Ford possess more than 50 years of combined experience in policing, which includes the development and execution of security plans for multiple major events. They were tasked with conducting a targeted review of the overall public safety plan for the 2011 Stanley Cup playoff run, with particular emphasis on Game 7 and the widespread rioting that erupted downtown following the event. The focus of their review was on interagency planning and operations as they related to the Vancouver Police Department.

This technical assessment has been guided by the Terms of Reference for the overall independent review as follows:

- Review the learnings from the 1994 riot and how they were integrated into the Vancouver Police Department (VPD)'s planning for the event;
- Assess the foundational elements of the VPD/city plans for the event and the relationship of those plans to what transpired in the lead-up and during the riot;
- Investigate the availability of liquor at public events and the contribution this made to the events that unfolded; and
- Looking forward, consider a framework for how the City of Vancouver and the VPD work with the appropriate partners to optimize the safe, inclusive and enjoyable participation of our public in celebrations in the public spaces for which the city is world-renowned.

Through July and the early part of August 2011, Deputy Chief Bordeleau and Inspector Ford conducted extensive research, including a review of relevant background documents, two site visits, and interviews in person, over the phone, and via e-mail with executive-level and middle management-level individuals with direct knowledge of the planning leading up to Game 7 and/or command and control during the events of June 15, 2011.

Through this exploration of the events before and during the night in question, they sought to identify what worked, what didn't, and to uncover the specific problems, challenges and issues at play that may have contributed to the riot and/or delayed its resolution.

It is hoped that the learning gleaned from this review will enhance future major event planning and management—and possibly help prevent similar situations from developing.

Part 2: Background

Methodology

The information and recommendations in this report stem from eight weeks of research by Deputy Chief Bordeleau and Insp. Ford that included:

- An extensive document review, including, but not limited to:
 - an August 9, 2011 internal draft of the VPD's 2011 Stanley Cup Riot Review;
 - a timeline chart and map highlighting key activities and decisions;
 - the operational plans for Playoff Games;
 - a command and control organizational chart for Game 7;
 - a VPD PowerPoint briefing for Game 7;
 - an adjusted deployment chart for all policing agencies for Game 7;
 - meeting minutes from Festival Expediting Staff Team (FEST), the City of Vancouver's approval body for events;
 - various meeting minutes relevant to the Stanley Cup Playoffs;
 - crowd capacity estimates;
 - documents related to the 1994 Stanley Cup riot, including a summary matrix of recommendations following the review of that riot, and subsequent actions that were taken;
 - other agencies' post-event reviews; and
 - Command and decision logs for Game 7.

- Two site visits to familiarize themselves with the theatre of operations during the riot; and

- Eighty hours of interviews with the following key individuals and organizations (in no particular order):
 - Insp. Lee Chanin and Insp. Randy Marquardt, the RCMP Tactical Troop Commanders
 - Insp. Joanne Boyle, VPD Live Site Commander
 - Acting Chief Andy Hobbs, South Coast British Columbia Transportation Authority Police Service (seconded VPD member)
 - Mr. Sadhu Johnston, Deputy City Manager and Mr. Kevin Wallinger, Director, Office of Emergency Management, City of Vancouver
 - Mr. Peter Judd, General Manager of Engineering Services and Ms. Muriel Honey, Manager of Film and Special Events, Engineering Services, City of Vancouver
 - Chief Constable Jim Chu, VPD
 - Assistant Chief Rick Critchlow, Vancouver Fire and Rescue Service
 - Mr. Les Fisher, Chief Operating Officer, Mr. Tim Philley, Director, Mr. Michael Sanderson, Executive Director, BC Ambulance Service
 - Staff Sgt. Ken Eng VPD Live Site Commander

- Mr. David Guscott, President and CEO, and Ms. Kim Singh, Operations Manager, E-Comm
- Insp. Dave Nelmes, Officer in Charge Operational Emergency Planning section and Public Safety Unit, VPD
- Staff Sgt. Lee Patterson, Tactical Advisor and former Public Order Coordinator, VPD
- Deputy Chief Constable Doug LePard, VPD Operations Division
- Insp. Rick Smitas, VPD, Silver Commander
- Sgt. Mike Purdy, VPD Operational Planning Unit
- Insp. Ralph Powe, VPD, Bronze Commander
- Insp. Steve Rai, VPD, Bronze Commander
- Deputy Chief Constable Warren Lemcke, VPD, Gold Commander
- Staff Sgt. Jeff Ketola, Tactical Troop Coordinator, RCMP
- Mr. Paul Runnals, Vice-President, brand.LIVE

And during their final site visit, Deputy Chief Bordeleau and Inspector Ford attended the 21st annual 2011 Celebration of Light fireworks festival, accompanied by a VPD representative. This offered a firsthand example of how VPD and other agencies such as E-Comm, the BC Ambulance Service, and Vancouver Fire and Rescue Services typically—and successfully—handle events involving large crowds in the city’s downtown core.

Overview

This report reflects the authors’ conclusions stemming from their research into this riot and their subsequent analysis. Observations and recommendations are based on their extensive background and experience in police operations and major event planning and management (see Appendices A and B for biographies).

The goal of this report is to provide a high-level strategic overview of factors leading up to and during the 2011 riot. It is primarily based on the perspectives of the senior planners, those in operational decision centres, and those on the ground during the events. This report is not intended to present a detailed operational analysis of the events.

The riots that followed Game 7 of the 2011 Stanley Cup Final generated headlines around the world and raised substantive questions on a range of issues, from the role of social media to the dynamics of mob behavior, to the effectiveness of public safety planning.

While the number of rioters was small compared to the overall size of the crowd, the picture that emerged in the mainstream media and elsewhere was one of widespread lawlessness, vandalism, and emergency service personnel overwhelmed by the event’s magnitude and intensity.

Synopsis

The challenges that VPD faced that night included:

- Unexpected crowd size: The number of people in Vancouver's downtown core far exceeded pre-game estimates, with 155,000 people on the streets (55,000 of whom were in the u-shaped Live Site in the Hamilton-Homer-West Georgia corridor, which had an estimated capacity of 31,900);
- Early arrivals: For previous games, fans had arrived closer to the 5 p.m. puck-drop. By the time police deployment began at 2:30 p.m. on the afternoon of June 15, the Live Site area was half-full. It reached full capacity by 4 p.m. and officers on scene were reporting small altercations and were having difficulty accessing the area due to the crowd size; and
- Multiple incidents in multiple locations: Not only were there two separate riots unfolding simultaneously six city blocks apart—one centred in the Live Site area at the north end of the theatre of operations; another to the south along the Granville corridor near Nelson St.—there were several individual incidents throughout the downtown area bordered by Nelson, Beatty, Howe, and Dunsmuir streets. These included looting, damage to windows and vehicles, fires, and assaults.

The south riot took place in the Granville Entertainment District (GED), the city's main entertainment area with the highest concentration of bars and nightclubs in Metro Vancouver. With available seating for 6,700 in its licensed establishments, it is a magnet for crowds and has been a persistent trouble spot for the VPD.

Before the June 15 riots, the GED was a focus of an ongoing "Meet-and-Greet" strategy, an approach that emerged after the 1994 Stanley Cup riot. It involves accessible and visible VPD officers interacting informally with crowds in a concerted effort to connect in a positive way as opposed to the traditional reactive approach where police responded to incidents as they occurred. The "Meet-and-Greet" strategy has also helped VPD and the community deal with longstanding problems in the GED.

According to VPD, its “Meet-and-Greet” strategy is based on a change in how police in the U.K. deal with hostile soccer fans. Officers are encouraged to engage soccer supporters and known risk groups using a friendlier “Meet-and-Greet” approach. For example, officers board buses full of fans and welcome them to the event. The strategy recognizes that crowds are not homogenous, and helps officers learn to identify distinct groups. This worked for the VPD during the Olympics, Paralympics, and through Game 6 of the final round of the Stanley Cups playoffs. Recognizing that the majority of the crowd was not antagonistic, but mostly observers, dramatically reduced the need to use force. The VPD’s progressive—and effective—“Meet-and-Greet” crowd management strategy in the GED was recognized in 2009 when the agency received a Silver award in the Municipal category at the IPAC/Deloitte Public Sector Leadership Awards.

It cannot be ignored that the June 15 riots transpired against the backdrop of that 1994 riot and the 2010 Olympic and Paralympic Winter Games.

More details about the 1994 riot and its aftermath appear later in this report, but many individuals interviewed by Deputy Chief Bordeleau and Inspector Ford noted how the public was repeatedly reminded of the 1994 event after the Vancouver Canucks made it to the final round of the 2011 Stanley Cup. Footage from the earlier riot was replayed on TV and online and speculation about a possible riot in 2011 was a frequent topic of discussion among major media outlets.

The media’s role in the 2011 Stanley Cup Riot is beyond the scope of this report, although the issue may warrant further study.

Similarly, the role and impact of social media is an emerging issue that merits additional review in the context of major event planning and management. This is particularly relevant when one considers that large public events and social media tend to target a similar demographic.

It was during the final round of this year’s Stanley Cup playoffs that VPD proactively used social media – namely, Twitter, Facebook and Flickr – to disseminate key messages to event participants and to respond to their tips and questions.

The large crowds that lingered during the riot to capture images and video on handheld devices, while not participating directly in the widespread civil disobedience, impeded the movement of emergency responders and also served as encouragement for those engaged in unlawful activities.

As part of its operational planning process, the VPD did recognize they had failed to consider the potential role for social media during a riot situation. Clearly, this is an important consideration for police agencies across the country as the use of social media becomes increasingly mainstream.

The overwhelming success of the 2010 Olympic and Paralympic Winter Games was also on the minds of Vancouver citizens and those planning the city's 2011 Stanley Cup response.

Live Sites had worked well during the 2010 Olympics and Paralympics. Despite this, the VPD recommended to city officials that the Stanley Cup Live Site be moved away from downtown (possibly to David Lam Park off Pacific Blvd.). Drawing people away from the downtown core and the GED would divide the crowd, they reasoned, making the scale easier to manage for public safety and emergency responders.

Understanding the differences between the Stanley Cup and the Olympics may shed light on the different outcomes. As one interviewee noted: "The Olympic Games was an international experience with people present from across the globe where someone was always winning. The Stanley Cup was an experience where an entire city was losing."

Another major difference was that the Olympics involved years of unprecedented security planning, whereas the planning for the 2011 Stanley Cup Live Sites had to be done between games, normally in a matter of 48 hours or less, and was constantly evolving. Decisions on resources assigned to each game during the final round of the playoffs were based on a detailed operational review of previous games, the number and type of incidents reported, and criteria such as the day of the week and whether it was a home game or an away game.

In Games 1 and 2, for example, a Live Site located on Granville Street proved too narrow to accommodate such a large crowd and was relocated for Games 3 to 7. Then, on June 13 during Game 6, the City restricted the alcohol available downtown by closing liquor stores at 4 p.m.

These changes worked well, but when Game 7 rolled around two days later, some revelers came with alcohol. Others were equipped with masks, weapons, accelerants, and the means to ignite fires. By the third period, with Vancouver losing, bottles were being thrown at the large outdoor viewing screens.

Those on the ground on June 15, 2011—foot patrol VPD officers using their Meet-and-Greet strategy and the RCMP on stationary patrols along Granville Street—faced a dark mood. The bars had opened at noon. Intoxication rates were high. The high-fives that officers had been getting earlier in the series all but disappeared.

By the end of the riots that followed Game 7, the number of officers had more than doubled from an initial deployment of 446 to a final deployment of 928, coming from 10 different agencies throughout the Vancouver area.

Part 3: Executive Summary

This report represents a high-level strategic review of security planning for Vancouver's 2011 NHL playoff run – how it was conceived, developed and executed – with particular emphasis on the events that followed the Canucks' Game 7 loss to Boston.

The report's observations and recommendations flow from a thorough analysis of agency plans, logs, and reports, supplemented by a series of in-depth interviews with senior planners responsible for strategic direction, with those who led operational decision centres, and with front-line commanders.

Police and their public safety partners faced some unique and extremely challenging circumstances on the night of June 15, 2011. The size of the crowds, their early arrival downtown, the dangerous levels of intoxication, the limited space, and a caustic post-game atmosphere all combined to create a highly volatile situation.

A relatively small number of agitators, armed with weapons and incendiary substances, also had a significant role to play in inciting widespread civil disobedience.

Given these factors, it is the authors' view that a riot was inevitable.

Nevertheless, the review did identify a number of gaps and issues that, if addressed, will enhance the collective ability of police and other emergency responders to prepare for and manage major events of this kind in the future.

The lack of a formalized, integrated planning framework amongst contributing agencies, for example, created a risk of misunderstandings and assumptions as well as a general lack of clarity around some of the respective roles and responsibilities.

The fact that decision makers at the strategic, tactical and operational levels were not consistently coordinated and co-located meant that, in some instances, assumptions were made by one agency about the actions of another, resulting in potential delays in responding to critical situations.

The report's recommendations highlight the need for rigorous, systematic planning from start to finish, involving a broad range of emergency service partners, the City of Vancouver, and other stakeholders and contributors. Structures, policies and practices must be reviewed and refined to bring greater clarity to specific roles and responsibilities, including overall accountability for delivery of the event.

While each participating agency had its own operational plan, and had explored contingencies for a variety of situations, there must be greater certainty and consistency in specifying lines of authority and decision-making.

The Vancouver experience is also a stark reminder of the pressing need to develop command and control standards and common crowd control tactics for event management across the country.

Finally, the remarkable work of the front-line emergency responders must be acknowledged. The riots following Game 7 could have been much worse were it not for the courage, competence and compassion of the men and women of the police, ambulance and fire services, many of whom risked their own safety to protect the community from the destructive actions of a relatively small number of agitators. Even through their movements were severely hampered by the overwhelming crowd congestion, emergency responders were successful in quelling an explosive situation in a relatively short period of time, with minimal injuries and no loss of life.

Structure and Content

The report's 34 findings and 51 recommendations are presented under six main themes:

1. Planning
2. Command and Control
3. Interoperability
4. Operations
5. Communications
6. Equipment

Each of the findings includes a brief description, a practical illustration or two and, in most cases, the authors' analysis. In a few instances, it was not deemed necessary to include a recommendation, particularly in relation to those findings that highlighted approaches and tactics that were highly effective.

Part 4: Observations and Recommendations

4.1 PLANNING

4.1.1. Accountability

Observation

It was **not clear who “owned” the event** and which agency was ultimately accountable for its execution.

Description

The absence of a clearly defined lead organization often leads to assumptions and ambiguity among participating partners.

Illustration

In the absence of clarity, people tend to make assumptions. Interviews conducted for this report show that senior officials with several agencies assumed VPD was the lead organization of public events because crowd management was equated with policing, ergo the police service had lead responsibility. In fact, the City of Vancouver was responsible for the oversight role.

Analysis

The City of Vancouver’s Engineering Department took the lead in organizing the event. Within the Department is a unit called FEST, the Festival Expediting Staff Team, which coordinates city approvals for event owners wanting to hold an event on city streets or on private property where the public might be impacted.

Even with the support of staff within FEST, the Department was not structured, nor did it possess the capacity or the expertise, to deliver such a large-scale event.

Recommendation

1. A new structure within the City of Vancouver should be created to centralize the ownership, coordination and accountability for delivery of major events sponsored by the city.

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4.1.2. Event Goals

Observation

All contributing emergency service agencies, including VPD, faced pressure to reverse a longstanding local perception of **Vancouver as a “No Fun City.”**

Description

The expression relates to the loss or cancellation of a series of public events, including the Sea Festival, the Molson Indy, and Y2K celebrations. Today, it reflects a perception that the city’s arts, culture, professional sport, and social scenes are stifled by excessive regulation and bureaucracy.

Illustration

Initial VPD operational plans for the NHL playoffs did not envision a Live Site component in downtown Vancouver.

While an impromptu public gathering location did form around the jumbo screen on the wall of the CBC building at Hamilton Street and West Georgia Street, momentum began to build for the re-creation of the kind of Live Site venue that came to symbolize the passion and excitement of public celebrations during the 2010 Olympic and Paralympic Winter Games.

Analysis

Support for a Live Site was driven by the media and a sizeable proportion of the general public who were inspired by the unprecedented success of the 2010 model. However, the NHL playoff dynamic was far different than that of the international celebration of sport and culture associated with the Olympic and Paralympic Games.

In the case of the latter, the security infrastructure was unprecedented – the most comprehensive security operation ever staged on Canadian soil, with years of planning and more than a billion dollars behind it. In contrast, the NHL scenario was far less predictable and evolved on a daily basis.

Senior VPD officers voiced concerns about the risks to public safety linked to a large, open venue with capacity for tens of thousands of hockey fans in a central location. Senior police planners advised city officials to situate any Live Site outside the downtown core and away from the Granville Entertainment District (GED), traditionally a magnet for crowds, alcohol and excessive partying. Supporters argued that measures to limit the size of the crowds would strengthen the security planning and reduce the risk of unrest.

Recommendations

2. The practice of locating sites away from the downtown core is an effective crowd management strategy that should be considered for future events.
3. When planning for future open air, large-scale public events, strategies to better manage crowd volumes should be incorporated, as they were for the 2010 Olympic and Paralympic Winter Games (e.g. advance ticketing, adequate fencing, and controlled access points).

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4.1.3. Resources

Observation

Resource allocation was sound, well thought out, and well executed.

Deployments rose from 163 officers for Game 1 to 446 officers prior to Game 7. These steady increases matched the changing public safety requirements as the

playoffs progressed. Furthermore, there was no evidence of any political or bureaucratic barriers to proper resourcing.

Description

Drawing on substantial experience with major public events, including the 2010 Vancouver Olympic and Paralympic Winter Games, VPD showed competence, rigour and foresight in the management and deployment of resources, in collaboration with various partner agencies.

Illustration

Based on reliable forecasts of substantial increases in crowd size for Games 6 and 7 of the final round, VPD deployed 112 additional officers from neighbouring police agencies, including 97 members from the RCMP.

Analysis

In the aftermath of the riot, some academics, editorialists, advocacy groups and even members of the VPD suggested there were not enough officers to prevent and/or contain widespread rioting in downtown Vancouver after Game 7.

Points worth noting:

- the allocation of police resources throughout the playoff run was prudent and appropriate, built on credible intelligence and operational debriefings after each game; for example, the deployment of 287 officers for the previous home game (Game 5) had proven adequate in creating a safe environment for hockey fans in the downtown core;
- in the final stages of planning for Game 7, it would have been difficult to justify the personnel and equipment costs of a significant increase in police resourcing, given the absence of any serious security issues during any of the previous games; and
- comments about inadequate police resourcing for the final game were made in hindsight. At no point prior to Game 7 were concerns raised by VPD or any of its public safety partners about the risk of inadequate police resources. The unprecedented volume of participants at the Live Site no doubt contributed to the misconception of an insufficient police presence.

Based on opinions gathered from in-depth interviews, and supplemented by our own analysis, it is our view that the policing resources assigned to manage the event were appropriate and justifiable given the information and intelligence available to VPD planners at the time.

Due to extraordinary circumstances that were unanticipated, unpredictable, and largely outside the control of VPD and its public safety partners, it is our view that simply adding police resources would not have prevented the riots. The number of spectators impeded the ability of emergency personnel to maneuver through the crowds to respond to vandalism, violence, fires and medical cases.

4.1.4. Internal Debriefings

Observation

An **effective internal debriefing process** enabled public safety partners to regularly modify operational plans to fit with changing circumstances.

Description

There were two aspects to the debriefing process following each of the Stanley Cup games, starting in round one of the playoffs:

- A. At VPD, NCOs and commanders were required to document their observations and recommendations with the aim of addressing potential shortcomings and/or to bring further enhancements to those practices that were working well; and
- B. A broader discussion amongst most, but not all, of the public safety partners, either face-to-face or via conference call. Individually, each agency conducted a review following each game, maintaining a log of issues and identifying specific actions to be undertaken.

VPD and its public safety partners showed flexibility and adaptability in modifying operational plans to meet evolving circumstances: home game vs. away game, nights when the Canucks faced elimination or advancement, site requirements, increasing crowds, etc.

Generally speaking, this approach worked well, although VPD identified some gaps in its internal process. The need for debriefings was well understood throughout the organization, but not practiced consistently after every game.

Illustrations

During Game 1 of the final round of the playoffs, fencing along Granville Street prevented the steady flow of event participants to the SkyTrain, creating bottlenecks and unsafe conditions for residents and emergency personnel alike. Feedback generated through the debriefing process led to a decision by City officials and the police to move the fencing to create a more people-friendly passage.

Other physical adjustments were made after Game 1, including the relocation of vendor carts to prevent spectators from climbing on them to scale the fences.

Recommendation

4. That all planning partners be included in a timely, formal debriefing process subsequent to each event.

4.1.5. Intelligence Gathering

Observation

VPD had an **effective system to monitor, gather and analyze intelligence** on potential threats and civil disobedience.

Description

When planning any event where public safety is a key consideration, police are expected to tap into reliable networks for information and intelligence. This proven process is vital to informing operational plans and senior-level decision-making around personnel levels and tactics.

Illustration

VPD put in place formal mechanisms to monitor open source communication channels and social media platforms such as Facebook, Twitter, and online chat rooms. Relevant information was collected and fed to operational planners through formal channels.

Analysis

Based on our review, there was no credible information or intelligence prior to the riot to indicate there would be such large-scale civil disobedience and multiple riots following Game 7.

The first evidence of a significant increase in crowd size and congestion surfaced in the early afternoon when spectators started arriving downtown in numbers far greater than previous games.

The unexpected influx forced police to abandon the original plan of using the “Meet-and-Greet” strategy to proactively set a friendly tone. Instead, VPD and its partners were forced to react to the rapidly changing circumstances.

4.1.6. Risk Assessment

Observation

There was **no formal risk assessment** to trigger changes in operational planning.

Description

Effective event planning specifies criteria that automatically trigger certain responses. For example, a suburban block party is unlikely to require comprehensive integrated planning amongst emergency service agencies. Once the size and scope of an event reaches certain proportions, however, trigger points need to be identified, which will in turn initiate discussions with designated agencies.

Illustration

The absence of a risk assessment matrix meant that planning amongst the various partner agencies lacked sufficient coordination for an event of this magnitude.

An excellent example of this kind of thorough, interdependent planning occurs annually in support of Vancouver's *Celebration of Light* event.

Recommendation

5. A formal risk assessment process should be developed as a tool to assist in determining the level of planning effort required, the need for coordination, and the overall resource impact for events in the City of Vancouver.

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4.1.7. Integrated Planning

Observation

Integrated planning was not sufficiently **structured, consistent or inclusive**.

Description

All agencies that contributed to public safety and emergency services during the NHL playoffs had developed agency-specific operational plans. However, only in some cases were those plans shared in advance amongst public safety partners. In other cases, plans were not shared at all because of time pressures.

VPD Senior Commanders (Silver and Bronze) commented that, given the tight turnaround times between games, they did not consistently have the opportunity to review plans and provide input prior to implementation.

Illustration

E-Comm and the BC Ambulance Service were not part of any formal planning process for the 2011 NHL Playoffs. The Vancouver Fire and Rescue Service only became engaged later in the process after learning about joint planning efforts by VPD and the City of Vancouver.

The operational plans developed by those three agencies (E-Comm, BCAS, and VFRS) were not consistently shared with other partners. Furthermore, the trio of public safety partners was not involved in any regular joint planning activity as the playoffs progressed.

Analysis

It was critical, at a minimum, that emergency responders from these agencies understand each other's operational plans, how they would each respond to specific situations and, most importantly, how they would work together. Failure to come to an agreement on priorities can put safety, health and property at risk.

In the absence of that kind of planning, respective roles and responsibilities were not clear, risking a situation where assumptions had to be made by one agency about the actions of another, resulting in potential delays in responding to critical situations.

While planning groups were active throughout this period (e.g. the Office of Emergency Mgmt, FEST, VPD), the lack of a formal integrated planning framework – a structured and rigorous process where senior representatives of all participating agencies came together to define respective roles and responsibilities – is a concern.

Such an approach would ensure that all partners are engaged early in the planning process and encouraged to meet regularly thereafter to share their respective organizational plans. Expected outcomes would include clear roles and responsibilities, realistic timeframes, and a reliable tracking mechanism to ensure that key initiatives remain on course.

In the absence of this kind of formalized structure, effective collaboration becomes dependent on interpersonal relationships that may not be as reliable.

Recommendations

6. The City of Vancouver and its partners should formalize a framework to support all-hazard planning and to allow for a structured approach for all responders.
7. The goal of such a framework should be to help the partners mitigate the effects of a threat in a manner that alerts residents, rather than alarms them, while enhancing public safety and awareness during times of instability and uncertainty (e.g. INTERSECT in the National Capital Region – see Appendix C).
8. All commanders responsible for implementing operational plans must be given an opportunity to review and provide input into their agency's plans. Furthermore, they must be fully conversant with plans from all other partner agencies prior to the event.

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4.1.8. Police Briefings

Observation

Pre-event briefings for police officers were not consistent or inclusive.

Description

It is standard practice for police officers to receive an operational briefing prior to a major event. This was one of the key recommendations to emerge from the report into the 1994 Stanley Cup riot.

Illustration

Our interviews confirmed that not all commanders and non-commissioned officers (NCOs) received re-event briefings; moreover, constables had to rely on their

individual NCOs for a briefing which meant inconsistent delivery of information to the front lines.

Prior to Game 7, regular VPD patrol officers (i.e. not assigned to PSU duties) had not been briefed about their roles in the event of a riot and, as noted in **4.2.5**, several officers felt they had to self-deploy in the absence of more specific instructions.

Failure to conduct basic briefings for all personnel meant that some VPD units were aware that riot gear had been stored in a location near the Live Site; unfortunately, others were not able to take advantage of the safety equipment because their NCO had not participated in a pre-event briefing.

Analysis

In the absence of formal pre-event briefings, at least some of the participating officers were not fully cognizant of the objectives, reporting structures and preferred tactics. Consequently, there was a serious risk of misunderstandings, misinformation, assumptions, and a general lack of clarity around command and control aspects of the operation.

Recommendation

9. All members working major events should be required to attend at least one pre-event briefing. This session should cover possible contingency plans and describe respective roles and responsibilities in the event of a riot. Consideration should also be given to videotaping the briefings for later use.

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4.1.9. Partner Involvement

Observation

There was **no involvement from the NHL or the Vancouver Canucks** prior to, or during, Game 7.

Description

The league and the hockey club were key partners and had a potential role in leveraging public events and media interviews to deliver messages encouraging fans to celebrate responsibly.

Illustration

Several interviewees identified league and team involvement as a key success factor in a formal, integrated approach to event planning.

Recommendation

10. The NHL and the Vancouver Canucks Hockey Club are key partners and should be actively involved in planning with city officials on an ongoing basis and particularly during Stanley Cup playoffs.

4.2 COMMAND AND CONTROL

4.2.1. Linking Different Command Structures

Observation

There was confusion about the linkages between the **Gold/Silver/Bronze command structure and the Incident Command System.**

Description

It is possible to execute a successful crowd management operation with two different command structures. The weakness in this case occurred when commanders were unaware of their equivalents within other agency structures.

Illustration

The City of Vancouver, Vancouver Fire and Rescue Service, and the BC Ambulance Service all operate under an Incident Command System (ICS). Vancouver Police use a Gold/Silver/Bronze model when executing security operations in support of major events.

Gold/Silver/Bronze is a model developed in the United Kingdom that uses a three-tiered command structure focused primarily on crowd management.

Developed in the 1980s during a review process following the Brixton riots, these tiers equate to the strategic, tactical and operational levels of control.

Gold Command serves as the strategic decision maker and is typically brought in for situations where there may be a significant impact on resources, the community or an organization. It is usually made up of high-ranking officials, who operate at a distance from the event. Gold Command, regardless of size, sets the policing style and the overarching strategy to be used during the event.

Silver Command is the tactical level and has overall responsibility for the event. Typically, an Inspector fills this role. The Silver Commander is the conduit between the front line operational staff and Gold Command. He/she ensures that the operational staff are well supported and coordinated to carry out the strategies set by Gold Command. He/she also provides Gold with a regular flow of information and intelligence about the situation on the ground.

Finally, the Bronze level commanders are usually located on the ground and responsible for carrying out Silver's tactical plans. Bronze commanders are usually deployed based on a functional or geographical area of responsibility and have teams assigned to them.

The BCAS Commander was positioned at the intersection of Granville and Nelson Streets. Due to a lack of unified command, he received very little information from VPD once the riot started, other than through Dispatch and the paramedics embedded with the PSUs. Having better links between the two command structures would have meant securing reliable access to timely operational updates.

ICS - Incident Command System

The ICS is a widely applicable management system designed to enable effective, efficient incident management by integrating a combination of facilities, equipment, personnel, procedures, and communications operating within a common organizational structure. This system that can be applied from the time an incident occurs until the requirement for management and operations no longer exists.

ICS is a fundamental form of management established in a standard format aimed at enabling incident managers to identify key concerns associated with an incident – often under urgent conditions – without sacrificing attention to any component of the command system.

Designers of the system recognized early that ICS must be interdisciplinary and organizationally flexible to meet the following management challenges:

- *Meet the needs of incidents of any kind or size.*
- *Allow personnel from a variety of agencies to meld rapidly into a common management structure.*
- *Provide logistical and administrative support to operational staff.*
- *Be cost effective by avoiding duplication of efforts.*

The two models can operate together as long as the respective decision centres are in sync and commanders know the identity and understand the responsibilities assigned to their equivalents. Without that knowledge, key emergency services personnel can find themselves at a distinct disadvantage.

Recommendations

11. All emergency services should work towards the integration of command structures to streamline security operations around major events.
12. At minimum, emergency services should educate each other on their respective decision-making models and the linkages between the Incident Command System (ICS) and the Gold/Silver/Bronze model. This approach can be further enhanced through mock scenarios.
13. There is a pressing need to develop a common command and control standard for incident/event management across the country.

4.2.2. On-Site Commanders

Observation

On-site commanders for police (Bronze Commanders), fire, and ambulance were not co-located or coordinated.

Description

It is standard practice in contemporary emergency management to have police, fire and ambulance commanders in the same location to ensure clarity around roles and responsibilities, to prioritize and coordinate responses, and to mitigate risks for first responders.

At a minimum, the names and contact details for each of the leads must be confirmed in advance of the operation. Such was not the case during Game 7 of the Stanley Cup Playoffs.

Illustration

In the theatre of operations, police commanders were physically involved in front-line operations, the fire commander was stationed on top of the Canada Post building on Hamilton Street, and the BC Ambulance Services commander was several blocks away in the southern section without accurate updates on the situation at the Live Site.

An assumption by BCAS personnel that their Incident Commander on the ground was aware of the situation across the entire theatre of operation turned out to be incorrect. In fact, their Incident Commander was located at the intersection of Granville and Nelson Streets. The BCAS assumed that he was co-located with a VPD police commander, which was also incorrect.

It should be noted that some of the risks identified here were mitigated through the Deconfliction Unit (see 4.3.1.).

Analysis

Generally speaking, in the absence of regular contact and joint decision-making, there are increased risks to emergency service personnel as well as a potential delayed response to developing incidents. In a riot, for example, fire and ambulance crews are reluctant to respond to calls without assurances from police partners that the area is safe.

At the Live Site, that regular communication between agency leads did not occur.

Recommendation

14. Partners must identify on-site commanders and, whenever possible, physically co-locate to ensure there is regular, proactive communication and collaborative decision-making.

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4.2.3. Senior-Level Coordination.

Observation

Senior-level decision-making was hampered by the fact that members of Silver Command (or its equivalent) were not co-located.

Description

Critical to the success of a major public safety operation is the ability of senior decision makers from police, fire and ambulance to have access to reliable, timely information about the full scope of the event. They also require unfettered access to each other in order to evaluate, prioritize, coordinate and execute plans.

Illustration

Within the theatre of operations for Game 7, emergency service commanders with equivalent levels of responsibility operated out of different locations.

VPD's Silver Commander was situated in the Departmental Operations Centre (DOC) on Gravely Street, the ambulance commander was on location in the southern zone of the theatre of operations, and the fire commander was in the Deconfliction Unit located at BC Ambulance Services headquarters. All had area command for their resources that were deployed through the GED and Live Site and gave tactical direction to their subordinates.

Analysis

Beyond the impediments created by the multiple locations for members of Silver Command (or its equivalent) it was evident that respective operational plans had not been shared well in advance of the event.

Recommendation

15. Senior-level decision makers from police, fire and ambulance should be co-located during the execution of major event security plans.

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4.2.4. Executive-level Decision Making

Observation

There was a **good relationship within law enforcement Gold Command** that enabled access to the resources required to support the evolving operation.

Description

A formalized approach to collaborative decision-making by chiefs of police proved highly effective.

Illustration

Meetings of police chiefs from the RCMP, Vancouver, and surrounding districts prior to the final round of the Stanley Cup finals set the stage for ongoing information sharing and collaborative decision-making.

The model was tested in Game 2 and was deemed successful due to the timely exchange of intelligence and streamlined decision-making. It also confirmed the collective capacity to adapt to rapidly changing circumstances and to mobilize additional resources, as required.

Due to the changing circumstances near the end of the series, additional resources were assigned to the security operation from outside agencies for Games 6 and 7. This arrangement facilitated the deployment of an additional contingent of 482 officers from VPD and neighbouring jurisdictions once the riots broke out after Game 7.

Analysis

The only gap in this area related to the Chief of the Transit Police who was offered an opportunity to participate in the Gold Command for Game 7, but chose in favour of working directly with his front-line officers. While laudable, the decision to operate outside the Gold Command was a lost opportunity to exchange real-time information and maximize the collective resources of the participating agencies.

Transit Police have a vital role to play as part of the proactive liquor interdiction strategy, intercepting intoxicated individuals and their liquor as they board public transit, rather than waiting for them to be dealt with after they've exited the system in the downtown core.

Recommendations

16. Executive command from all participating police agencies should be physically present in Gold Command when activated.
17. Policing agencies in the Vancouver area should develop formal Memoranda Of Understanding (MOUs) with respect to shared resourcing around security for major events.

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4.2.5. Senior Policy Decision Making

Observation

The **Policy Group** for the City of Vancouver was activated during Game 7; however, it should have convened earlier and should have included members of VPD's Senior Command.

Throughout the final playoff round, the City of Vancouver's Emergency Operations Center (EOC) was activated. The EOC provides overall jurisdictional direction and control, coordination, and resource support to events that pose a risk to the City. Once activated, local authorities may establish a policy group comprised of the head of the local authority (e.g. Mayor) and other elected officials and senior executive officers in order to provide the EOC Director with policy direction.

Description

The City of Vancouver's command and control model identifies the Policy Group as the senior decision-making body tasked with setting overall priorities and providing strategic, high-level direction.

When it was confirmed on the afternoon of June 15 that the Live Site location had reached capacity – and that fans were still arriving in large numbers – the Group should have recognized the significance of the situation from a public safety perspective and convened immediately to consider options. In our view, it was a missed opportunity for senior decision makers to assess the potential citywide impact and to provide timely strategic guidance to operational leaders.

Secondly, the physical presence of a senior VPD representative would facilitate the timely sharing of information; furthermore, it would provide an opportunity for face-to-face strategic discussions.

Illustration

During Game 7, when the Policy Group sought input from the VPD representative, it was more challenging and time-consuming because the senior officer was not present; however, he was contacted by telephone.

Recommendations

18. BC Ambulance should discuss future involvement with the City of Vancouver to be part of the Policy Group whenever it is activated.
19. The City of Vancouver should review current mechanisms that are expected to trigger the activation of the Policy Group and, once activated, to ensure that all partners are properly represented.

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4.2.6. Decision Making Authorities

Observation

There were **different interpretations of command and control** and, more specifically, who had decision-making authority when transitioning from regular operations to a crisis situation.

Description

It is important to note that although command and control issues are being identified, we do not believe any of these – either individually or collectively – would have significantly changed the overall outcome of the events. Prior to the riot, there was a solid command and control structure in place and reporting lines were clear and well understood. However, when the situation started to deteriorate and the decision was taken to call out PSUs, there was confusion around some roles and lines of reporting.

Illustration

VPD had two Bronze Commanders responsible for geographic areas within the theatre of operations that was divided into north and south sections along Smithe Street. The operational plan outlined that two RCMP Tactical Troop Commanders were to shadow – and take direction from – the VPD Bronze Commanders.

When the Silver Commander gave the order to “kit up” into PSU gear, the Vancouver Police Bronze Commanders were then mandated to lead the VPD PSUs. This created ambiguity around whether the Bronze Commanders retained the geographic command or were simply tasked with responding to individual incidents within their assigned geographic areas.

There were also differing interpretations that created confusion for VPD units reporting to Bronze Commanders. In some instances, patrol officers who were supporting the PSUs were unclear about who they were reporting to and from whom their orders were coming. In the absence of clear direction and in the middle of a chaotic situation, several officers self-deployed and simply determined roles for themselves.

Through post-event interviews, it was learned that the RCMP commanders in the north and south sections had not been aware that they had been included in Silver Command’s order to kit up. To further complicate the situation, RCMP Commanders were given instructions by the VPD Bronze Commanders to remain on Granville Street, contrary to the order from Silver Command.

Consequently, one third of the RCMP team held the intersection of Granville Street and Nelson Street (south section) while the remaining two thirds monitored other parts of Granville Street (north section).

The RCMP’s South Commander made the decision for his team to kit up some eight minutes after the Silver Command order was given. It took his team approximately 20 minutes to change into their protective gear. By the time his team returned to the intersection of Granville and Nelson, the situation had deteriorated dramatically. The crowd was rioting and vehicles had been damaged and set on fire.

The RCMP North Commander made the decision to kit up approximately 55 minutes after the Silver Command order was given. His unit supported the VPD PSU.

Information gathered during this review suggests that it was not clearly communicated to the RCMP how they would execute their support roles in the event that PSUs were activated. The situation worsened when the Silver Command order to “~~kit~~ up” was not communicated to, or heard by, the RCMP Commanders. As a result, there was a delay in the deployment of the RCMP Tactical Troops at a critical moment, which lessened their potential contribution to quelling the riots.

Recommendation

20. Operational Plans must clearly specify lines of authority and decision making at all times during an event. Moreover, all deployed members must be fully briefed on lines of reporting.

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4.2.7. Links Between Agencies

Observation

The **link between RCMP Tactical Troop Commanders and VPD Bronze Commanders** was broken once the order was given to activate Public Safety Units (PSUs).

Description

An RCMP commander was teamed up with a VPD Bronze Commander for the area south of Smithe Street while another RCMP-VPD team was assigned to the area north of Smithe Street.

There was a lack of clarity around the RCMP’s role in support of the public safety operation once the order to kit up was given. The RCMP’s potential contribution was further hampered after they were physically separated from the VPD Bronze Commanders.

Illustration

In both the northern and southern sections of the theatre of operations, the VPD Bronze Commander and the RCMP Commander became physically separated resulting in sporadic and sometimes non-existent communication between them.

The RCMP Commanders were not aware of the Silver Command order to “~~kit~~ up” the Public Safety Units which meant the Mounties were unable to immediately contribute to that critical aspect of the operation. To further complicate the situation, RCMP Commanders were given instructions by the VPD Bronze Commanders to remain on Granville Street, contrary to the order from Silver Command. Consequently, one third of the RCMP team held the intersection of Granville and Nelson Streets (south section) while the remaining two thirds monitored other parts of Granville Street (north section).

When the south zone RCMP unit did eventually become aware of the order 8 minutes later, they suited up as a group, leaving only a handful of VPD members to monitor the escalating situation in that zone of operations. After kitting up, the south zone RCMP unit returned to find a full-scale riot with several cars flipped over and on fire at the intersection of Granville and Nelson.

The RCMP North Commander made the decision to kit up approximately 55 minutes after the Silver Command order was given. His unit supported the VPD PSU.

Recommendation:

21. For major events where neighbouring police agencies contribute personnel, VPD should assign a dedicated liaison officer to physically co-locate with them to ensure consistent, reliable communications and tactical deployment.

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4.2.8. Use of Arwen Rounds

Observation

VPD Bronze and Silver Command were both unaware that the VPD Emergency Response Team (ERT) was using **Arwen rounds** in support of the Game 7 operation.

Description

During the 1994 Stanley Cup riot, one man was seriously injured after being hit in the head with a plastic baton fired by an Arwen 37. The BCPC report¹ into the '94 riots recommended that the VPD reconsider the use of plastic baton ammunition in the Arwen 37 weapon for crowd control purposes. Currently, it is common practice for Canadian police agencies to use extended impact weapons in crowd management situations where public and officer safety is at risk.

Illustration

The Vancouver Police Emergency Response Team (ERT) used the Arwen during the June 15, 2011 riot against individuals who posed a high risk to public and officer safety. However, VPD Silver and Bronze Command were unaware that this tactic was being employed and that its use had not been pre-authorized for crowd management.

Analysis

VPD policy allows for the use of extended impact weapons by Public Safety Units for crowd management purposes, although it precludes the use of the Arwen. Policy does allow for use of the Arwen by the Emergency Response Team (ERT).

Proper protocols require that senior operational commanders – in this case, the Silver Commander – have prior knowledge of all available crowd management tactics. Moreover, it must be confirmed in advance of the event which level of command has

¹ British Columbia Police Commission, Report on the Riot that Occurred in Vancouver on June 14-15, 1994 (Vancouver, 1994), Recommendation #30

the authority to order the use of specific crowd control tactics (e.g. pepper spray, tear gas, water cannon). An *Authority Matrix* is a commonly used tool that attributes specific authorities to different levels of command. As an example, an on-site commander might be authorized to order the use of pepper spray, but has to seek higher-level approval to deploy tear gas.

In this instance, and in light of concerns in the 1994 Riot Report about the use of the Arwen, its use should have been pre-authorized by Silver Command.

Recommendations

22. An updated assessment should be conducted by VPD to determine the value of using an Arwen in a crowd management environment.
23. VPD should standardize the use of an *Authority Matrix* in advance of all major events to confirm specific use-of-force authorities for each level of command. There are several good examples currently in use by Canadian police services that could serve as a template for VPD.

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4.3 INTEROPERABILITY

4.3.1. Deconfliction Unit

Observation

The **Deconfliction Unit worked well** in coordinating emergency services and their activities during a serious incident.

Description

The Deconfliction Unit brings VPD, VFRS and BCAS together to share real-time information, prioritize incidents requiring emergency response, and reduce the impact of duplicate service calls.

Staff within the Unit have the authority to assign their respective resources. Coordinating the movements and activities of all emergency personnel is critical to the safety of both the public and the group of first responders. On the night of June 15, 2011, the Unit was particularly useful in directing fire and police personnel to the same location so that VFRS could safely enter a volatile area to deal with a serious fire.

Illustration

Throughout the Game 7 riots, emergency services received multiple calls for service about the same incidents. The Deconfliction Unit was able to identify duplicates, assign the appropriate agency, dispatch the resources to respond to the emergency, and confirm when there was safe access to the site.

4.3.2. Integration of Crowd Management Tactics

Observation

The **VPD and RCMP utilize different crowd management tactics** and cannot integrate.

Description

While the objectives are the same, the tactics are different. This restricts the ways in which respective public order units can work together.

Illustration

In the confusion of the post-game riot, members of the VPD ERT and the south zone RCMP Tactical Troop ended up co-located; however, the RCMP South Commander did not have the authority to command the VPD unit and he was unaware of which VPD officer was fulfilling that role.

VPD ERT members acted in good faith to support the RCMP Tactical Troop in the southern zone; in fact, VPD members were effective in providing an elevated use of force option to deal with several rioters threatening to throw Molotov cocktails.

However, during the deployment of any PSU, it is critical that all directions come from the PSU Commander in charge of the line. In this instance, the VPD ERT members were deploying Arwen rounds without clear authorization from the RCMP South Commander who was in charge at the time.

The situation is problematic because units from the two agencies were side-by-side, yet acting independently.

Analysis

There are no crowd management standards in Canada. Due to the fact that VPD and the RCMP have adopted different approaches, public order units from the two agencies are not able to effectively integrate. Moreover, there is little inter-agency training.

The assumption was made that since the two services collaborated during the 2010 Olympic and Paralympic Winter Games that they were in a position to deliver crowd management tactics during the Stanley Cup playoffs. Several interviewees acknowledged that members of these specialty units should have had advance training as well as briefings on the respective approaches, roles and responsibilities in order to ensure a more cohesive approach.

Recommendations

24. There is a pressing need to develop provincial and national standards for crowd management tactics.

25. Partner agencies should conduct training and familiarization exercises on a regular basis.

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4.3.3. Information Flow

Observation

The sheer **volume and intensity of the information flow** made it extremely challenging for Silver Command to get an accurate, uncluttered operational picture of the situation on the ground.

Description

Working out of the Departmental Operations Centre (DOC), members of Silver Command were bombarded with a continuous stream of operational information from multiple sources reporting on a rapidly changing situation.

Illustration

At certain points, there were literally dozens of different flash points in the downtown core including fights, medical emergencies, looting, fires and damage to property.

With the volume of calls for service being reported into the DOC simultaneously, the situation was made extremely challenging for Silver Command to take in and analyze all the information and then make timely operational decisions.

Recommendations

26. Consideration should be given to identifying a second-in-command to support Silver Command when the volume of events dictates.
27. VPD should also explore the use of proven technologies to assist senior commanders in gaining a more thorough awareness of exactly what is transpiring on the ground. For example, mapping technology, such as GPS, could be used to track incidents, monitor the movements of emergency services personnel, and provide real-time updates on crowd movements.

=====

4.4 OPERATIONS

4.4.1. Challenging Circumstances

Observation

Extremely challenging circumstances had a profound impact on the ability of emergency services to respond to the crisis.

Description

For Game 7, hockey fans in large numbers starting filling downtown bars and the Live Site location at noon, which was hours earlier than previous games. Their arrival prior

to the deployment of emergency services personnel hampered the execution of the security plan.

Illustrations

VPD's ability to respond was impeded by the fact there were huge numbers of people packed into a tight downtown space, involved in multiple riots, spread geographically, and occurring simultaneously.

In many cases, police could see unlawful acts taking place, and paramedics were aware of injuries requiring medical attention, but due to the density and disposition of the crowds, it was physically impossible or simply too dangerous to attempt to intercede.

Analysis

The unique challenges of providing security around a Stanley Cup final series were not restricted to Game 7. With each successive game, the intensity and complexity of the planning function were amplified in response to growing crowds and decision makers typically had less than 48 hours to identify and implement the necessary modifications.

On the day of the seventh and deciding game, the many tentacles extending from the unique challenges of this event made priority setting and resource allocation extremely difficult. The fact that a massive crowd was at the Live Site shortly after lunch time meant there was no significant police or security presence as a sizeable portion of the event crowd was arriving, many of them carrying concealed liquor.

The size of the crowd and its early arrival made it virtually impossible for VPD to proactively execute its planned "Meet-and-Greet" strategy. This development put police in a reactive posture, responding to incidents, rather than proactively setting the tone for the event through informal interactions – an approach that had proven effective through the Olympics, Paralympics, and all of the previous 2011 Stanley Cup playoff games.

The late briefing of Vancouver Police PSU members and RCMP Tactical Troop members meant they were not deployed until the game started. By that time, the Live Site and the surrounding area were filled beyond capacity. As VPD noted in its own report on the June 15th riot:

"The additional resources planned for by EOPS almost all deployed close to the start of the game or after the game had started, well after the crowd was tens of thousands of people deep and highly intoxicated. At minimum, earlier deployment would have assisted in enforcement, particularly around liquor

interdiction and provided some level of deterrence by being more visible in the crowd".²

Recommendations

28. Contingency planning should include events with multiple incidents and multiple locations followed by Table Top exercises to test the effectiveness of those plans.
29. Strategies to monitor crowd volumes should be in place from the outset (e.g. real-time passenger loads on public transit corridors, monitoring of aerial views from police aircraft).
30. For large public events, VPD should expand its operational planning to include a contingency plan that allows for earlier deployment should the situation warrant.
31. Additional research should be undertaken to determine best practices both domestically and internationally. With a third SkyTrain line coming on stream, the value of the crowd monitoring function will become increasingly important.

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4.4.2. Emergency Responder Integration

Observation

Integration of paramedics into VPD's Public Safety Units proved successful. No such model existed for the Vancouver Fire and Rescue Service.

Description

For the first time, Vancouver paramedics were embedded with the PSUs to enable a quicker response to situations involving emergency services personnel and members of the public.

Illustration

During the riot, an individual was stabbed. The PSU responded to the altercation and the embedded paramedic was able to start first aid quickly. It is believed this approach may have saved the victim's life.

Another example involved a member of the VPD PSU who received a concussion after being struck in the head by an object thrown by a rioter. The officer benefited from quick medical assistance from the embedded paramedic.

Due to the crowd density and the size of the Fire Service apparatus, it proved very difficult for VFRS to maneuver their equipment into positions to effectively deal with a number of dangerous fires. In most instances, fire crews required police escorts.

² Vancouver Police Department, 2011 Stanley Cup Riot Review (Vancouver, 2011), 90.

Recommendations

32. The successful experience of the embedded paramedics should be considered for any future use of this program.
33. Vancouver Fire and Rescue Service should work with its partners to explore alternate methods for achieving integrated responses to emergency situations where there are large and potentially hostile crowds.

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4.4.3. Security Gaps

Observation

There were **gaps in site security**.

Description

There were two private sector suppliers that had a role in the overall security operation during the final series: Concorde Security and brand.LIVE.

Concorde Security, through an existing supply arrangement with the City of Vancouver, provided 60 staff to perform liquor interdiction tasks at the Live Sites. Normally, Concorde employees provide building security for designated municipal facilities. They had no formal training to conduct bag checks and/or pat down searches.

brand.LIVE was hired by the City prior to Game 1 to oversee security at the Live Sites, first on Granville Street then at the second site on Georgia and Hamilton Streets. brand.LIVE provided 10 staff to oversee site operations, including security; however they had no direct authority over Concorde Security personnel.

The lack of training for Concorde staff was one of several factors that led to inconsistent site security in the areas that hosted Game 7 festivities downtown. Other factors, which are noted elsewhere in this report, included the size of the crowds and their early arrival downtown as well as the necessity to move or take down fencing during the game. Moreover, there was confusion around the various roles and responsibilities to be performed by the two companies.

Illustration

City managers were under the assumption that there were three levels of security at designated entry points at the Live Site:

1. Concorde, a private security firm under contract with the City of Vancouver, whose employees were not trained to provide the kinds of inspection services typically delivered at an entry gate for a large public event;
2. brand.LIVE, a private sector company hired to manage the Live Site during the final round of the NHL playoffs; and
3. VPD, supporting the activities of the first two firms.

Based on interviews conducted after the riots, there is evidence that senior officials with the City wrongly assumed that Concorde was performing bag checks, that brand.LIVE was conducting pat-downs, where justified, and that police were supporting security operations at all of these entry points.

The reality was that the quality of security checks varied considerably from gate to gate, depending on personnel, time of day, and location.

A second illustration involves the two VPD Live Site commanders who had differing understandings as to their roles in working with private security. One believed it would be impossible to support Live Site security while the other said VPD presence would be minimal to ensure maximum resources were available to respond to calls for service.

Recommendations

34. There must be agreement, early planning, and shared understanding about who is responsible for security measures at controlled access points.
35. When engaging private security services, it is imperative that they possess the necessary knowledge, skills and abilities to fulfill specific roles and responsibilities.

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4.4.4. Coordination of Site Inspections

Observation

Site inspections were not always properly coordinated.

Description

In some instances, the physical security set up was not properly coordinated amongst the agencies that shared responsibility for it. In other cases, site inspections were not conducted to ensure the removal of anything that could have impeded crowd movements or jeopardized public safety in the event of a riot (e.g. street furniture).

Illustration

As part of the security plan for Game 1 of the Stanley Cup final series, fencing was erected on Granville Street. A site visit just prior to the event determined it was in the wrong location, but there was insufficient time to move it. The fencing hampered the smooth flow of residents trying to access public transit during and after the game.

On the afternoon of Game 7, a few vehicles were parked at the Canada Post facility. A coordinated site visit in advance of the event might have identified these vehicles and had them moved before the event started. Unfortunately, they were targeted by vandals, overturned, and lit on fire during the subsequent rioting.

Recommendation

36. Coordinated pre-event site inspections should be conducted to ensure planning requirements have been met and to address any risks to the effective deployment of emergency personnel.

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4.4.5. Need for Fact-Based information

Observation

An **assumption about SkyTrain activities** meant that some operational decision-making was based on false assumptions.

Description

At a certain point after the riots began, an assumption was made by several commanders that SkyTrains had reduced or stopped passenger pick-ups on routes coming downtown.

Illustration

Based on that assumption, the deployment of VPD and Transit Police resources did not take into account the fact that more people were arriving in the downtown core. Police were unaware that their efforts to disperse the crowd by directing them to downtown SkyTrain stations were being hampered by more passengers offloading at those same stations.

Recommendation

37. A senior representative and decision maker from Translink should be present in the appropriate decision centre.

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4.4.6. Safe Staging Areas

Observation

The **staging area** should have been in a location that ensured privacy and security for police personnel while minimizing any delays associated with kitting up for PSU duty.

Description

Prior to Game 7, two temporary staging areas were established to store tactical equipment such as helmets and batons. These locations were used by members of the VPD and RCMP to change from their regular uniforms to full riot gear – also referred to as “~~k~~itting up.”

Generally speaking, a staging area should be located at a safe distance from any potential hazards to minimize the risk to police personnel, but close enough for timely access.

Borrowing from a successful practice from the 2010 Olympic security operation, VPD established a staging area outdoors near the corner of Nelson and Howe Streets. The RCMP's staging area was located on the ramp of the Courthouse on Howe Street.

Illustration

Open to public view, and in close proximity to surging crowds, both staging areas put police in a vulnerable position. Moreover, other officers had to be deployed to form a perimeter as extra protection for those officers kitting up for PSU duties. Clearly, this was a less-than-ideal use of limited police resources.

Analysis

In addition to the security concerns, the staging area at the intersection of Nelson and Howe Streets was a full seven blocks from the epicentre of the riot at the Live Site. Once the order was given to deploy Public Safety Units, those personnel had to first wade through dense crowds for seven blocks to reach the staging area, and then return after kitting up. The distance and crowd density combined to add significant delays to the deployment of the PSUs at a pivotal moment in the evolution of the incident.

Recommendations

38. Staging areas should be located in an enclosed space.
39. Consideration should be given to locating staging areas (multiple, if required) closer to the deployed members who may require their equipment (e.g. the Live Site).

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4.4.7. Transition to PSU Gear

Observation

The transition of PSU officers from regular patrol uniforms to PSU kit resulted in a reduction in available resources to deal with the crowds prior to the riots erupting as well as a delayed response to the riots themselves.

Illustration

For the most part, VPD and RCMP PSU officers were to be deployed in Game 7 along Granville Street and at the Live Site to support policing activities there in regular PSU uniform.

Analysis

Prior to the riot erupting, Silver Command ordered Bronze PSU Commanders to begin the transition of kitting up their members. Typically, this process involves smaller groups of PSU members going to the staging area and putting on their full protective gear. Generally speaking, the Commander's decision to have PSU members kit up has to be weighed against kitting up too soon, which experience has shown may incite an already unruly crowd.

However, due to the location of the staging area in the southern zone and the density of the crowds, walking time from the Live Site ranged from 10 to 15 minutes. On average, VPD members took 7 to 10 minutes to kit up. Returning to the Live Site in teams added another 10 to 15 minutes.

Coincidentally, widespread civil disobedience at the Live Site began during this transition period. As officers transitioned, other non-PSU members had to be redeployed from Granville Street and Robson Street to the Live Site to maintain a visible police presence.

It should be noted that, in our view, the transition at the Live Site may not have been a significant contributing factor to the riot at that location. The key contributor was the extraordinary number of spectators in a tightly confined downtown space. The number of officers paled in comparison to the size of the crowd and it is not surprising that media coverage quoted onlookers who claimed there were no police officers visible.

With respect to the disturbance at Granville and Nelson Streets, a significant number of VPD resources had been re-deployed to the Live Site in response to that riot. This left the area of Granville to be policed mainly by the RCMP with a sprinkling of VPD members.

When the decision was made by the RCMP to kit up a portion of their team to deal with escalating issues at Granville and Nelson, this area was left substantially under-policed for the duration of the kit-up time. Upon return to their post, cars had been flipped, large fights had broken out, and there was significant property damage.

Based on the information we have gathered, is it our opinion that the substantial reduction in policing resources on Granville and Nelson was a contributing factor to the start of the second riot.

Ultimately, the decision of Silver Command to start kitting up PSU members was made at the appropriate time and was confirmed through the observational reports of front-line officers and commanders.

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4.4.8. Liquor Restrictions

Observation

The **Game 6 strategy** to close the liquor stores early – without advising the public in advance – **was an effective measure** to curtail access to alcohol. Unfortunately, event participants anticipated the early closure for Game 7 and made alternate arrangements, effectively negating the impact of the liquor store closures.

Description

As the playoffs progressed, police observed a steady increase in both the quantity and intensity of intoxicated celebrants. Event participants were able to access alcohol through liquor stores and licensed convenience stores; moreover, many revelers engaged in heavy “pre-drinking” before boarding trains and buses into the downtown core. The drinking often continued on public transit.

The analysis of the 1994 Stanley Cup riot led to more sophisticated interdiction strategies, which were employed for the 2011 playoff run. Throughout the playoffs, VPD implemented plans to control the unlawful use of liquor in the downtown core: teams of VPD officers, in concert with LCLB inspectors, were used specifically to target alcohol interdiction, licensed establishments, and outlets selling liquor; other teams of VPD officers, partnered with Transit Police to monitor SkyTrain stations for liquor offences; and, VPD members proactively monitored crowds for the unlawful use of alcohol.

Illustration

Working in collaboration with Translink and the BC Liquor Control and Licensing Branch, a comprehensive, coordinated plan was put in place, resulting in ever-increasing numbers of pour-outs. Statistical analysis confirmed that 70 per cent of the pour-outs involved individuals from outside the city of Vancouver, confirming the vital importance of an upstream interdiction strategy to mitigate the impact of inebriated residents commuting from neighbouring jurisdictions.

Execution of the strategy was inconsistent, however, as the Chief of the VPD did not have the authority to mandate these outside agencies. He did make the request of partner agencies but as Chief of VPD, he had no authority to direct other police services’ resources or to assign priorities.

Analysis

Under existing legislation, police must have reasonable grounds to search an individual for unlawful possession of alcohol.

The decision to deploy the majority of transit police resources to downtown SkyTrain stations meant interdiction efforts were concentrated on commuters getting *off* the train – often highly intoxicated after heavy drinking en route – instead of upstream stations where residents were getting *on* the trains.

Recommendations

40. In situations where there is a strategic advantage, event planners should consider the option of closing down liquor stores to limit levels of public intoxication.
41. There should be a Memorandum of Understanding developed among police services in and around the City of Vancouver to formalize and coordinate major event planning and, specifically, liquor interdiction strategies.
42. Authorities should consider legislative amendments that would enhance police powers of search and seizure for liquor during major events.

43. Authorities should also consider modifying access rules for public transit that would allow for enhanced security measures during major events to prohibit the possession of alcohol.

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4.5 COMMUNICATIONS

4.5.1. Communications Management

Observation

The **communications framework** was insufficient for such a large-scale event.

Description

Several interviewees spoke of the unmanageable volume of radio traffic on one operational channel and the overloading of the cell phone network.

Illustration

Due to the massive volume of communications, some decisions were not clearly communicated or understood such as the order for the RCMP to “kit up” (see 4.2.5.).

It was also reported that one of the RCMP commanders could not get access to any airtime once the riots began. Commanders and NCOs seeking direction from the chain of command were often prevented from receiving timely instruction because they could not access the operational radio channel.

In some cases, cellular phone communications were not possible, given the system overload.

Exacerbating the problem was the inability of some police officers to differentiate between the high priority of operational decision-making (e.g. movement of Public Safety Units) and the low priority of routine operations (e.g. requesting a shuttle bus pick-up).

Analysis

System functionality was further constrained by the absence of surge capacity to accommodate the massive increase in call volumes.

Interviewees confirmed that the radio frequency used exclusively by senior VPD commanders had worked well during all of the security operations, including Game 7. However, E-Comm did not have access to that frequency.

Recommendations

44. A scalable communications framework should be in place for each major event. It should clearly identify a Command Channel and any other channel that

- might be necessary based on geography or functional units. Further, it is recommended that E-Comm be engaged in developing the framework.
45. A communications radio frequency should be utilized to link all agency commanders during a major event.

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4.5.2. E-Comm Access

Observation

Not all officers were logged on to the **E-Comm system** and not all participating agencies are part of the system.

Description

In order to be identified when using the radio system, an officer must be logged into E-Comm. Otherwise, the officer can use the radio, but his or her identity is not available to the dispatcher or commander. Some of the officers deployed during the Game 7 operation were not logged on to the E-Comm system.

A further complication is the fact that the Transit Police and the BC Ambulance Service are not linked into E-Comm and communicate through an entirely separate system.

Illustration

This is an officer safety issue. When an officer is properly logged onto the E-Comm system, he/she is given a unit number that is associated with a specific unit assignment or geographic location. If the officer requires assistance and is not able to communicate verbally, the emergency button can be activated. When logged on, the E-Comm system is able to identify the unit, the officer, and the last location which helps to ensure the quickest possible response.

Analysis

It should be noted that VPD and its partners have made significant progress since 1994 in enhancing inter-agency communications through such innovations as E-Comm. There have been vast improvements in both the quality of communications and its interoperability which, in turn, have generated positive results in terms of overall operational effectiveness and levels of public safety.

Recommendation

46. An automated process should be designed by E-Comm and the various public safety partners that will trigger a formal requirement to situate an E-Comm staff member within the VPD kiosk at major events (i.e. when the number of officers deployed exceeds a specified amount). That staff member would be responsible for capturing the necessary log-in data from all officers being deployed.

4.6 EQUIPMENT

4.6.1. Closed Circuit Television

Observation

Closed circuit television (CCTV) cameras were a valuable decision-making tool for incident commanders.

Description

Fixed CCTV cameras provided senior decision-makers with reliable, real-time visual information that became even more valuable when the communications system became overloaded with radio traffic.

Illustration

Silver Command was unable to communicate with the RCMP Commander in the southern zone; however, the CCTV feed confirmed what was taking place on the ground so that Silver Command could confidently allocate resources accordingly. More specifically, it provided commanders with visual confirmation of the relative effectiveness of dispersal techniques.

Recommendation

47. The City of Vancouver should streamline the existing process that provides planners and public safety partners with timely access to CCTV systems for large-scale events. CCTV cameras should be installed using the current infrastructure. Once authorized for use, the public must be made aware via technical means (e.g. light activated on camera).

4.6.2. Equipment Shortages and Safety

Observation

Some police officers from neighbouring jurisdictions **did not respond with the necessary equipment for deployment** in front-line roles.

Description

In a critical incident, certain equipment – such as a gas mask – is mandatory to ensure officer safety.

Illustration

Members of Abbotsford Police are not equipped with gas masks. On the night of June 15, 2011, they could not be deployed on the front line to directly support the activities of the Public Safety Unit.

A tactical troop from the Surrey RCMP detachment arrived on-site without radios. As a result, they were forced to rely exclusively on a VPD liaison officer to communicate with Silver Command.

Analysis

Equipment shortages limited the operational value of those 41 officers.

Recommendation

48. Equipment requirements must be clearly planned, communicated and documented for all partner agencies so they arrive properly prepared and trained to assist.

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4.6.3. Technical Issues

Observation

There were isolated **technical problems with some operational radios**.

Illustration

One of the RCMP commanders had difficulty with a malfunctioning VPD radio. Consequently, he shut it off and had to rely on others as conduits.

As one of many actions taken in the aftermath of the 1994 riot, the Vancouver Police Department made a significant investment in adding radios to police helmets to greatly enhance communications during any deployment of PSUs. The RCMP utilizes similar technology with its Tactical Troops.

A number of RCMP Tactical Troop members did not have a patch cord to connect their portable radios to their helmet communications system. As a result, they were forced to use voice commands which were far less effective in that kind of challenging situation.

Recommendations

49. The RCMP should conduct a review of its tactical communications equipment to ensure compatibility.
50. A process to replace faulty equipment during an event should be communicated to all officers, including partner agencies.

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4.6.4. Public Warnings

Observation

Proper public warnings by police about the impending use of tear gas were not consistently communicated due to a lack of equipment, or a lack of proper use.

Description

It is standard practice for police to issue public warnings prior to the deployment of crowd dispersal agents such as tear gas or pepper spray.

Illustration

The VPD has one Long Range Acoustic Device (LRAD) that can broadcast messages repeatedly over long distances in noisy public situations. On the night of June 15, 2011, the LRAD was being used in the northern zone to communicate with rioters at the Live Site.

While responding to the riot in the southern zone, the RCMP had a loud hailer available to them; however, it was found to be malfunctioning. Therefore, the RCMP was unable to warn the public prior to the use of tear gas.

Interview feedback suggested the RCMP had other functional equipment that was not utilized that night.

Recommendation

51. In the absence of an LRAD, the RCMP should be equipped with functioning loud hailers.

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Part 5: Epilogue

A Note from Deputy Chief Bordeleau and Inspector Ford on the process

The VPD's planning for the Stanley Cup Final reflects their collective experience and expertise as well as strong partner relationships built over many years.

Our interviews confirmed that the VPD and its partners clearly understand the importance and value of an integrated approach to planning and execution. Recognizing the magnitude and importance of the events leading up to and during the 2011 Stanley Cup Riots, it is abundantly clear that all share a common commitment to move forward in a collaborative and constructive way.

The outpouring of public support received by the VPD after the riot can be attributed, at least in part, to a well-grounded community-oriented approach and the goodwill generated over time through strategies such as the "Meet-and-Greet" interactions.

While we've recommended specific changes in approach to future public events of this kind, the police and partner response to the riots should be highly commended. In the midst of an extremely difficult, rapidly evolving situation, the police responded professionally, with courage and restraint.

Various tools and tactics were employed effectively to respond to the emergency: Public Safety Units (PSUs), mounted units on horseback, and deployed bicycle squads and patrol officers.

On-site commanders requested, and received, back-up support. Officers on the ground remained flexible and adaptable, took risks to ensure public safety, and succeeded in achieving their primary objectives.

Throughout the playoffs, VPD leveraged social media applications such as Twitter, Facebook and Flickr to disseminate real-time updates on crowd congestion, traffic tie-ups, and public transit. On-site photos and pre-approved messages were disseminated as part of a proactive effort to create safe conditions for the large-scale public gatherings.

In the end, the ability of emergency services to bring a riot under control in just three hours is praiseworthy. In contrast, the 1994 riot, which was smaller in scope and weaker in intensity, lasted much longer. The widespread public and political accolades following this year's riot are well deserved.

We also believe it important to note that public safety during a major event such as the 2011 Stanley Cup Final is often seen as primarily the responsibility of first responders such as the police, ambulance and fire services. In reality, public safety must be a shared responsibility among all partners involved in planning this kind of event—and must be the most important consideration from the onset of the planning phase.

Furthermore, we have been struck by the fact that there is currently no national forum to bring together public safety leaders and academia to discuss, analyze and compare approaches to major event planning and management.

Some of VPD's own findings from the June riots were integrated into the recent Celebration of Light event. For example, Transit Police were physically part of the Gold Command structure and upstream liquor interdiction was effective in reducing the unlawful possession of alcohol by passengers on the SkyTrain.

As a final word, we would like to acknowledge the fact that, from the moment we were engaged by the Review team, we have appreciated the open, transparent and highly co-operative approach from VPD and its partners.

Everyone we have spoken with has been completely forthcoming and collaborative. Indeed, we have encountered a genuine desire to conduct a critical analysis of the 2011 Stanley Cup riot to identify those aspects of the planning and execution that contributed to the effective police response, as well as shortcomings that should be addressed in order to better plan for and manage large-scale events in the future.

We greatly appreciate the opportunity to contribute to the Review and to learn from the experiences of the VPD and its partners. It is our hope that there will be value in this exercise for the entire domestic policing community and, ultimately, for all Canadians.

Part 6: SUMMARY OF RECOMMENDATIONS

Number	Theme	Recommendation
1	Planning	Accountability: A new structure within the City of Vancouver should be created to centralize the ownership, coordination and accountability for delivery of major events sponsored by the city.
2		Event Goals: The practice of locating sites away from the downtown core is an effective crowd management strategy that should be considered for future events.
3		Event Goals: When planning for future open air, large-scale public events, strategies to better manage crowd volumes should be incorporated, as they were for the 2010 Olympic and Paralympic Winter Games (e.g. advance ticketing, adequate fencing, and controlled access points).
4		Internal Debriefings: That all planning partners be included in a timely, formal debriefing process subsequent to each event.
5		Risk Assessment: A formal risk assessment process should be developed as a tool to assist in determining the level of planning effort required, the need for coordination, and the overall resource impact for events in the City of Vancouver.
6		Integrated Planning: The City of Vancouver and its partners should formalize a framework to support all-hazard planning and to allow for a structured approach for all responders.
7		Integrated Planning: The goal of such a framework should be to help the partners mitigate the effects of a threat in a manner that alerts residents, rather than alarms them, while enhancing public safety and awareness during times of instability and uncertainty (e.g. INTERSECT in the National Capital Region – see Appendix C).
8		Integrated Planning: All commanders responsible for implementing operational plans must be given an opportunity to review and provide input into their agency’s plans. Furthermore, they must be fully conversant with plans from all other partner agencies prior to the event.
9		Police Briefings: All members working major events should be required to attend at least one pre-event briefing. This session should cover possible contingency plans and describe respective roles and responsibilities in the event of a riot. Consideration should also be given to videotaping the briefings for later use.
10		Partner Involvement: The NHL and the Vancouver Canucks Hockey Club are key partners and should be actively involved in planning with city officials on an ongoing basis and particularly during Stanley Cup playoffs.

- 11 Command and Control **Linking Different Command Structures:** All emergency services should work towards the integration of command structures to streamline security operations around major events.
- 12 **Linking Different Command Structures:** At minimum, emergency services should educate each other on their respective decision-making models and the linkages between the Incident Command System (ICS) and the Gold/Silver/Bronze model. This approach can be further enhanced through mock scenarios.
- 13 **Linking Different Command Structures:** There is a pressing need to develop a common command and control standard for incident/event management across the country.
- 14 **On-site Commanders:** Partners must identify on-site commanders and, whenever possible, physically co-locate to ensure there is regular, proactive communication and collaborative decision-making
- 15 **Senior-level Coordination:** Senior-level decision makers from police, fire and ambulance should be co-located during the execution of major event security plans.
- 16 **Executive-Level Decision Making:** Executive command from all participating police agencies should be physically present in Gold Command when activated.
- 17 **Executive-Level Decision Making:** Policing agencies in the Vancouver area should develop formal Memoranda Of Understanding (MOUs) with respect to shared resourcing around security for major events
- 18 **Senior Policy Decision Making:** BC Ambulance should discuss future involvement with the City of Vancouver to be part of the Policy Committee whenever it is activated.
- 19 **Senior Policy Decision Making:** The City of Vancouver should review current mechanisms that are expected to trigger the activation of the Policy Committee and, once activated, to ensure that all partners are properly represented.
- 20 **Decision Making Authorities:** Operational Plans must clearly specify lines of authority and decision making at all times during an event. Moreover, all deployed members must be fully briefed on lines of reporting.
- 21 **Links Between Agencies:** For major events where neighbouring police agencies contribute personnel, VPD should assign a dedicated liaison officer to physically co-locate with them to ensure consistent, reliable communications and tactical deployment
- 22 **Use of Arwen Rounds:** An updated assessment should be conducted by VPD to determine the value of using Arwen rounds in a crowd management environment.
- 23 **Use of Arwen Rounds:** VPD should standardize the use of an *Authority Matrix* in advance of all major events to confirm specific use-of-force authorities for each level of command. There are several good examples currently in use by Canadian

- 24 Interoperability police services that could serve as a template for VPD.
Integration of Crowd Management Tactics: There is a pressing need to develop provincial and national standards for crowd management tactics.
- 25 **Integration of Crowd Management Tactics:** Partner agencies should conduct training and familiarization exercises on a regular basis.
- 26 **Information Flow:** Consideration should be given to identifying a second-in-command to support Silver Command when the volume of events dictates.
- 27 **Information Flow:** VPD should also explore the use of proven technologies to assist senior commanders in gaining a more thorough awareness of exactly what is transpiring on the ground. For example, mapping technology, such as GPS, could be used to track incidents, monitor the movements of emergency services personnel, and provide real-time updates on crowd movements
- 28 Operations **Challenging Circumstances:** Contingency planning should include events with multiple incidents and multiple locations followed by Table Top exercises to test the effectiveness of those plans.
- 29 **Challenging Circumstances:** Strategies to monitor crowd volumes should be in place from the outset (e.g. real-time passenger loads on public transit corridors, monitoring of aerial views from police aircraft).
- 30 **Challenging Circumstances:** For large public events, VPD should expand its operational planning to include a contingency plan that allows for earlier deployment should the situation warrant.
- 31 **Challenging Circumstances:** Additional research should be undertaken to determine best practices both domestically and internationally. With a third SkyTrain line coming on stream, the value of the crowd monitoring function will become increasingly important
- 32 **Emergency Responder Integration:** The successful experience of the embedded paramedics should be considered for any future use of this program.
- 33 **Emergency Responder Integration:** Vancouver Fire and Rescue Service should work with its partners to explore alternate methods for achieving integrated responses to emergency situations where there are large and potentially hostile crowds.
- 34 **Security Gaps:** There must be agreement, early planning, and shared understanding about who is responsible for security measures at controlled access points.
- 35 **Security Gaps:** When engaging private security services, it is imperative that they possess the necessary knowledge, skills and abilities to fulfill specific roles and responsibilities.
- 36 **Coordination of Site Inspections.** Coordinated pre-event site inspections should be conducted to ensure planning requirements have been met and to address any risks to the

- effective deployment of emergency personnel
- 37 **Need for Fact-Based Information:** A senior representative and decision maker from Translink should be present in the appropriate decision centre.
- 38 **Safe Staging Areas:** Staging areas should be located in an enclosed space.
- 39 **Safe Staging Areas:** Consideration should be given to locating staging areas (multiple, if required) closer to the deployed members who may require their equipment (e.g. the Live Site).
- 40 **Liquor Restrictions:** In situations where there is a strategic advantage, event planners should consider the option of closing down liquor stores to limit levels of public intoxication.
- 41 **Liquor Restrictions:** There should be a Memorandum of Understanding developed among police services in and around the City of Vancouver to formalize and coordinate major event planning and, specifically, liquor interdiction strategies.
- 42 **Liquor Restrictions:** Authorities should consider legislative amendments that would enhance police powers of search and seizure for liquor during major events.
- 43 **Liquor Restrictions:** Authorities should also consider modifying access rules for public transit that would allow for enhanced security measures during major events to prohibit the possession of alcohol.
- 44 Communications **Communications Management:** A scalable communications framework should be in place for each major event. It should clearly identify a Command Channel and any other channel that might be necessary based on geography or functional units. Further, it is recommended that E-Comm be engaged in developing the framework.
- 45 **Communications Management:** A communications radio frequency should be utilized to link all agency commanders during a major event.
- 46 **E-Comm Access:** An automated process should be designed by E-Comm and the various public safety partners that will trigger a formal requirement to situate an E-Comm staff member within the VPD kiosk at major events (i.e. when the number of officers deployed exceeds a specified amount). That staff member would be responsible for capturing the necessary log-in data from all officers being deployed.
- 47 Equipment **Closed Circuit Television:** The City of Vancouver should streamline the existing process that provides planners and public safety partners with timely access to CCTV systems for large-scale events. CCTV cameras should be installed using the current infrastructure. Once authorized for use, the public must be made aware via technical means (e.g. light activated on camera).
- 48 **Equipment Shortages and Safety:** Equipment requirements must be clearly planned, communicated and documented for

all partner agencies so they arrive properly prepared and trained to assist.

49 **Technical Issues:** The RCMP should conduct a review of its tactical communications equipment to ensure compatibility.

50 **Technical Issues:** A process to replace faulty equipment during an event should be communicated to all officers, including partner agencies.

51 **Public Warnings:** In the absence of an LRAD, the RCMP should be equipped with functioning loud hailers

Appendix A:

Biography: Deputy Chief Charles Bordeleau Ottawa Police Service



Born and raised in Ottawa, Charles Bordeleau has 27 years of policing experience in the Ottawa area. He is the Deputy Chief in charge of Operations for the Ottawa Police Service. In his current role, he oversees over 600 police officers who are responsible for front line policing duties such as patrol officers, neighbourhood officers, traffic officers, school resource officers and investigators. He sits on the Canadian Association of Chiefs of Police (CACP) Emergency Management Committee and is co-chair of the CACP International Committee. Deputy Chief Bordeleau is Assistant Director for the Ontario Association of Chiefs of Police's (OACP) Zone 2 police services and is Co-chair of the National Capital Region's Operation Intersect Steering Committee – an integrated readiness and response framework designed to mitigate, prevent, respond to, and recover from, emergencies and disasters in the National Capital Region.

Deputy Bordeleau is fluently bilingual, holds a Masters in Disaster and Emergency Management from Royal Roads University in British Columbia, and a Bachelor of Administration Degree from the University of Ottawa. He is co-chair of the Ottawa Police Service COMPAC committee which is a city-wide community-police advisory and coordinating body representing a partnership between police and visible minority and Aboriginal communities in Ottawa.

In his previous role as a Superintendent of Emergency Operations for the Ottawa Police Service, he oversaw the planning of major events such as Canada Day, Royal Visits, President Obama's visit, the Tamil demonstrations and numerous other events taking place in the Ottawa region.

He is an active volunteer in the community and is the current Chair of the Youth Services Bureau Charitable Foundation and is also a member of United Way Ottawa's task force on the Critical Hours initiative which works to develop programs in the community to help children and youth in the critical hours outside of school. His wife Lynda is a lawyer who specializes in police labour law and they have a 16-year-old daughter.

Appendix B:

Biography: Inspector Mark Ford Ottawa Police Service



Mark Ford has 23 years of experience with the Ottawa Police Service. He is currently the Inspector in charge of Public Safety, within the Emergency Operations Directorate. He oversees officers responsible for: Traffic Escort and Enforcement, Collision Investigations, Alcohol Countermeasures, Special Events and Paid Duties, Marine Dive and Trail Unit and the Emergency Services Unit (Public Order and Search Management).

He sits on the executive of the National Incident Commanders Working Group Association and has taught Incident Command at the Canadian Police College as well as part of the National Incident Commanders Working Group Association.

Insp. Ford has a significant background in Major Events. He spent 11 years with the Tactical Unit and Explosives Unit, during which time he worked with the Public Order Unit. He has also specialized in the area of CBRNE response and was an original member of the National CBRNE Response working group, finishing as chair of the working group.

As a Staff Sergeant, he oversaw police event planning for 5 years, where he worked with public and private partners on the hundreds of events that take place in the Ottawa area on an annual basis, such as: NALS, annual Canada Day celebrations, anti-war protests and Presidential Visits. In 2007, he led the planning for the Stanley Cup celebrations related to the Ottawa Senators playoff to the finals. These celebrations saw the overnight social media creation of the "Sens Mile" and the resulting large celebratory crowds, which proved challenging to police.

For four years as a Duty Inspector, he was an Incident Commander for a number of Critical Incidents and Major Events such as the 2009 Obama Visit, Canada Day celebrations and Tamil Protests.

He is actively involved in the community, volunteering in various capacities with his children's hockey. His partner Heather is a teacher and together they have a blended family of five children.

Appendix C: INTERSECT

Appendix L

Event Planning

Event Planning
IPS Consulting Limited

August 21, 2011

Event Planning and Delivery – Overview
Framework for an Event Planning Guideline

Event Planning and Delivery - Overview

1. A Framework for an Event Planning Guideline
2. Understanding Constraints to Event Planning and Operations
3. Managing Event Attendance
4. Crowd Control

A Framework for an Event Planning Guideline

Major events generally require significant lead time to organize and a structured, disciplined approach to their planning and execution. We recommend that the City of Vancouver develop its own Event Planning Guideline to document in the form of a comprehensive manual the key steps and methodology to plan and execute future major events that the City has direct responsibility for delivering. This is particularly relevant for events that have a shorter lead time to plan than would normally be required, such as the recent celebratory events associated with the 2011 Stanley Cup playoffs.

We recommend that the development of the City of Vancouver's Event Planning Guideline be a consultative process with some of the current successful event organizers of established events, such as the annual Celebration of Light, in order to ensure that best practices can be incorporated into the City's planning template. We also recommend that the process of developing the Event Planning Guideline involve key agencies, such as the Police, Fire, Transit, and Emergency Services so that roles and responsibilities of the various parties can be agreed and documented in the Guideline. We recommend participation by representatives of professional sports leagues in this process as well.

It is important to have a general consensus around planning methodologies, pre event reviews and executive oversight.

We attach a Framework for the Event Planning Guideline. The Framework identifies key facets of the planning and delivery of major events that should be addressed in an Event Planning Guideline including:

- Introduction & Background
- Project Organization
- Management Process
- Resource Allocation
- Operational Plan
- Testing
- Day of Operations
- Lessons Learned

Developing a comprehensive Event Planning Guideline will assist the city and other impacted agencies by providing a template to govern planning, decision making, and resourcing of event operations. It will be particularly valuable where lead times are short and for larger and more complicated events by ensuring that there is a rigorous, well documented process that is clearly outlined for all parties to follow.

Ideally the Guideline can be shared with third party organizations that may be planning large events in the region to help raise the bar on event management across the region.

Understanding Constraints to Event Planning and Operations

Event organizers face a number of constraints when planning and delivering major events that need to be considered at the outset of the planning process. The constraints must be explicitly recognized in the Guideline. They include:

- Management resources – the existence and availability of “in house” experienced personnel must be carefully assessed at the outset of the planning process. Consideration should be given to seconding or contracting key skilled personnel to ensure that effective planning can be undertaken by staff “dedicated” to the event, particularly if the event is large. It is critical that a leader of the project be identified and be empowered to lead the planning and ensure that plans are fully reviewed and integrated. Where dedicated and/or experienced resources are not available, the complexity and size of the event will need to be modified.
- Police Resources – all police forces have many demands placed upon them and major events typically place a significant strain on the manpower and equipment resources of the VPD and other jurisdictions in the lower mainland. The availability of police force resources is a critical determinant of the size and complexity of any big event, most particularly if they are to be sustained over an extended period of time. Police force support from other jurisdictions or agencies may be required to support both the event and any screening process that will be implemented for transit systems and/or roadways that bring spectators to the event.
- Time – the more complex the event and the larger the event, the more time is required for planning. While the Olympic Games are given a lead time of seven years (including close to four years for operational planning), even events such as the Grey Cup require up to two years for planning. Many recurring events such as the Celebration of Light have the advantage of continuity, effectively easing the stress on the annual planning process.
- “Workforce” – larger events generally require a larger workforce. Depending on the complexity and risks associated with the event, significant training can be required prior the event for staff and volunteers. The availability of a trained workforce (including supervisors) for functions such as spectator services, queue management, spectator screening, security, site management and liquor interdiction is essential. Recurring events usually have the ability and reputation to retain significant numbers of trained workforce (paid and volunteer) which may not be readily available for “one of a kind” events.
- Budget – resourcing major events for planning and operations generally requires dedicated financial resources. The larger and more complicated the event, the more resources that are required in terms of staff or contractor time for the planning, workforce development and training, equipment, supplies and other costs for operations. Typically shorter lead times lead to the need for a greater financial contingency to offset for the lack of certainty inherent in last minute planning situations.

- Event Space(s) – The space(s) available to organizers and the location of the space(s) will help determine the event’s capacity and the degree to which strategies must be employed to safely manage the event. There are advantages and disadvantages to being located in close proximity to mass transit that have to be considered by event planners in choosing the location(s) for the event. The ability and cost to secure the event’s perimeter must also be considered and factored into the event plan.

- Supporting Agencies – Generally as events become larger, there will be more impact on and resources required from supporting agencies such as transit, traffic management, medical, ambulance, and emergency services. Comprehensive, integrated planning between the event operations team and the various support agencies is critical and will be required over a longer time frame for larger and more complex events. The ability and degree to which these agencies can commit both planning and operational resources to the event should impact the ultimate scale of the event.

There are a number of constraints that must be taken into account in the planning and delivery of any event. Funding is often a major constraint that can affect all aspects of delivery. Many events are not budgeted appropriately. This is a global phenomenon, not limited to Vancouver. One of the paradoxes facing Vancouver is that it is often left to organize and fund events that are regional in nature, catering to a population which far exceeds that of Vancouver. For the Olympic Games this was reconciled in the form of funding support from both senior levels of government and the IOC. For an event such as a celebration of a sports team victory that represents and caters to a fan base much broader than Vancouver, support from other levels of government and perhaps the sports franchise itself should be reviewed. In the absence of broader financial support, the size and complexity of the event may have to be scaled down.

Managing Event Attendance

Most event organizers are concerned with generating sufficient attendance to generate target revenues for admissions, concessions and sponsor exposure. Occasionally event organizers have to be concerned with other extremes – such as managing the number of attendees against financial and operational constraints. This can be a particular challenge for “free” open events where the demand to attend is practically unlimited. Excess attendance numbers can cause certain negative results including but not limited to:

- Difficulty in servicing the attendees with basic services such as washrooms and food and beverages
- Difficulty in providing adequate medical services, including emergency services
- Inability to manage “critical” corridors for life safety and emergency services
- Difficulty in maintaining adequate perimeter controls and access controls
- Inability to provide adequate crowd control.

Where concern about excess attendance exists, there are a number of tools that can be considered to help manage the attendance and expectations of the public. These include, but are not limited to, the following tools:

- Ticketing of the Event – Establishing a process to provide tickets to an event, even where the tickets are free, can be an effective way of managing both attendance and the expectations of the public who do not possess tickets. This methodology was utilized with great success for the 2002 Salt Lake City Olympic Games, where attendance to the free nightly medals celebration was controlled through a “free” ticket lottery. The use of a ticketing strategy was effective in curtailing the demand for the event and allowed the organizers to manage the event access and perimeter controls effectively. It avoided the venue being swamped by large crowds demanding access and rendered a state of calm at the gates. Given that advance planning is required to properly implement a free ticketing strategy, one of the negative side effects in Salt Lake was the development of a resale market for the “free” tickets.
- Location – Selecting a location that is a distance from parking and mass transit, thereby requiring a long walk to and from the site, can help manage attendance and expectations. Attendees are “stretched” out over the distance from the transit hubs to the site, making access screening more manageable. There is a similar benefit during the unloading of the event as the attendees are spread over the distance between the event site and the transport hubs making transit queues easier to manage. This can reduce serious crowding and pushing.
- Transport Constraints – There are a number of transport constraints that can be employed to limit attendance at events and control access to the events. These can include:
 - Limiting inbound transit capacity by reducing bus and or train frequency. This strategy must be employed carefully (during the “load in” period) so as to ensure that sufficient capacity is available to “empty” the venue during “load out” period.
 - Limiting parking capacity in the area surrounding the venue, through a combination of parking controls, lot closures and road closures. This will

encourage patrons to utilize public transit or alternative means of transport to access the event site.

- Limited road access into the event site area. By limiting road capacity into the event site area, organizers can effectively “throttle back” inbound vehicular traffic and thereby limit spectator access to the venue. Lane closures are a known effective means of throttling back capacity on major routes.

- Communications – A comprehensive media and communications strategy can assist organizers in managing public expectations around an event and help to control attendance. It is important that the various agencies involved in organizing and supporting the event work together on the communications strategy and messaging to ensure consistency. Communications plans must address the need to be able to communicate with patrons on day of as well as in advance. The use of social media, public address systems, spectator services, staff updates and radio updates are all methods for reaching event attendees.

- Establishing and Maintaining Physical Perimeters – Establishing a robust physical perimeter around the venue can assist in managing attendance within the venue, but can also expose the organizers to issues outside the venue if not balanced with some of the other tools noted above. Temporary fencing is often used to create a physical perimeter and there are many options for strengthening the perimeter such as use of concrete ballasts and chain link fencing. Establishment of a secure physical perimeter allows organizers to conduct access control including bag searches which can help maintain the desired atmosphere within the venue.

Crowd Control

Managing crowd behavior can be a challenge for large events, particularly where alcohol is involved. There is no one tactic that can control crowd behavior. Typically it is a series of tools that are utilized to help reduce the risk of unruly or unsafe crowd behavior. Examples are listed below. It should be emphasized that these tools are useful to assist in maintaining a safe experience for all participants but they are not a guarantee.

- Alcohol checks – Early interdiction is key to ensuring that the event remains family friendly and safe.
 - Accordingly, the first check should be done in conjunction with the transit system (busses and trains). This was undertaken for the Celebration of Light events this summer and assisted in managing the amount of alcohol brought into the downtown area. BC Transit operates a very effective program in Victoria in conjunction with the Victoria Police Department. Using their authority under the Transit tariff conditions and the *British Columbia Transit Act*, BC Transit stops busses during load in and requires passengers to exit the bus and open their bags to a search. For example they have a strict prohibition that is posted on the busses notifying customers that alcohol cannot be carried on the bus on Canada Day. The Transit tariff allows for them to establish conditions and enforce them. They also refuse to allow clearly inebriated patrons back onto the bus.

The BC Transit authority is assisted by the Police, but utilizes supervisory personnel and their own senior management team to do the interdiction. This has proven to be extremely successful and they receive numerous accolades from the public every year for enacting this policy and process. They carry and check over 35,000 people on a typical Canada Day.
 - Alcohol checks can also be undertaken broadly at the entry points to a venue by Event Security, or trained volunteers with Police support. This is a common technique. Stopping and checking people also affords the organizers the opportunity to reject entry by persons who are inebriated.
- Controlling alcohol sales – The Vancouver Police Department has utilized early liquor store closures as a technique to control the amount of alcohol available around large celebration sites. A good idea. This can be complemented by ensuring that venues operating in conjunction with Celebrations such as sport stadia are also vigilant on how much alcohol is served and control sales to customers who are over consuming.
- “Event” Services- While limiting alcohol can be a factor in terms of the safe operation of major celebrations, effective spectator or “event” services is also an important tool. Sufficient and trained event services personnel (often a blend of experienced “paid” supervisors along with a blend of paid and volunteer front line staff) is a valuable tool in ensuring:
 - Effective management of entry queues

- Effective management of key “access” corridors for emergency services, spectator movement and equipment movement
- Easier first response to disturbances or unruly spectator behavior
- Better support to emergency services and security personnel
- More effective management of spectator egress and potential support to transport providers for their queue management

Typically, event/spectator services staff should be clearly identified with distinctive uniforms to designate their authority and to provide for easy identification by spectators seeking assistance. A very visible presence of uniformed staff, particularly when paired with small teams of uniformed police officers, will act as a greater deterrent to unruly behavior.

- Closed Circuit Television (CCTV) – CCTV can be an effective tool in early identification of operational challenges and issues. It will also provide the ability for site management and emergency centers to monitor situations and respond with appropriate measures, especially at large sites. We have seen the effectiveness of CCTV images in prosecuting rioting offenders in the United Kingdom.
- “Fanline” System for Incident Reporting – Many sports stadia provide the opportunity for spectators to text an incident team or centre should they encounter an issue with fan behavior. This facilitates quick response and an ability to address behavioral issues before they can get out of hand. This service should be in place for indoor and outdoor events and communicated to the public as part of the communication plan.
- Egress Plans - One of the big learning experiences of the 2010 Olympic Games was the critical importance of getting the event exit plan right. A good egress plan will ensure that spectators can exit the venue area quickly and efficiently, preventing behavioral challenges and making it easier for Event Services and Security services to secure the venue. Good egress planning requires tight coordination between Traffic Management, Event Operations, Police and Transit. Managing queues, information dissemination and incident response efforts all require a robust well trained workforce working collaboratively.

Reserve teams - Having special reserve teams of police, spectator services and transport queue management personnel in place, usually drawn from the more experienced workforce members, is an important tool to enable quick response during event operations. It is a common practice at Olympic events to maintain a “contingency” to support the regular event teams. This allows incidents to be addressed without taking the regular operations teams away from their core duties.

Framework for an Event Planning Guideline

Purpose

Planning and delivering large events in the City of Vancouver can be a complex undertaking involving a number of city departments and numerous support agencies. For most events, the City is not the lead organizer. However, when the City of Vancouver acts as the lead organizer, the staff will face a significant management challenge. To help address that challenge, we recommend that the City produce a comprehensive Event Planning Guideline. The Event Planning Guideline should be produced in the near term so that it is ready and available for utilization by City and agency staff well in advance of future events.

The purpose of an Event Planning Guideline is to have “in hand” a pre agreed approach for planning and delivering an event that reflects best practices and defines high-level managerial and operational planning methodology necessary to execute the event. The Event Planning Guideline would provide a common understanding and commitment towards the objectives, responsibilities, strategies and interfaces involved in the project as well as providing clearly articulated background information for every reader/user. It would provide a scalable approach, adaptable to the size and complexity of the event and the time available to plan the event.

A comprehensive Event Planning Guideline will help ensure the success of future events. It will guide the creation of event plans, the preparation and management of event teams and the development of resilient readiness and contingency plans to meet operating challenges.

Preparing an Event Planning Guideline

A framework for an Event Planning Guideline has been prepared as a starting point for the City of Vancouver to assist the City in developing a comprehensive Event Planning Guideline. The framework that follows is meant as an outline and a starting point for City staff.

It is recommended that the City and its support agencies build on the framework to create a comprehensive Event Planning Guideline inclusive of execution tactics that can be used in the detailed planning and delivery of future events. The City and key agencies such as Translink, BC Ambulance Service, Emergency Response Services and others should develop and agree on the detailed mechanics, tactics and procedures that future event planners will employ to deliver successful events.

The framework that follows in this section is an outline and is not meant to be an exhaustive plan for execution of a successful event, but does address the main components of event planning and delivery that the City should further develop in a comprehensive Guideline. We recommend that the Guideline include an analysis of scenarios of what could go wrong during an event as well as pre agreed contingency plans to be developed in the course of preparing the Guideline. Each of the key agencies should have input and influence in the development of the risk assessments and related contingency plans to be addressed in the Guideline.

FRAMEWORK FOR AN EVENT PLANNING GUIDELINE

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1 Introduction and Background

1.1 Purpose / Objective

Identify the purpose of the event and its intended audience.

1.2 Background and Descriptions

Describe current conditions, processes, experiences and common practices

1.3 Scope

Provide a description and scope of the event and explain the goals, objectives and benefits of the event. This will provide the basis for the brief description of the project.

1.4 Project Overview

Include a concise summary of the project objectives, the event to be delivered, major tasks and milestones and required resources. List the set of high level deliverables and a schedule of when they will take place.

1.5 Reference Material

List documents, if any, which were used as sources of information for planning the event.

1.6 Definitions and Acronyms

Provide definitions of all terms, acronyms, and abbreviations that might be used in the plan, with particular emphasis on those which might not be familiar to the audience.

2 Project Organization

2.1 Building the Team

Identify the project leadership (the agency that will lead the planning of the project) as well as the agencies which are project participants, including core participants as well as interested parties. Core participants will be responsible for the planning and/or execution of specific tasks or activities connected to the event.

It will be important to clearly identify the person who is leading the project. This leader may or may not be the same person during the planning phase of the project as during the delivery phase. However it is important to establish the leadership at an early stage to allow for effective planning which will ultimately lead to integration of the various operational teams for seamless delivery of the project.

2.1.1 Team Building Checklist (see Checklist 10.1)

2.2 Decision Making Process

Outline the process and structure the project planners will follow in resolving outstanding issues and achieving agreement on key actions. This should include the escalation process and clearly identify the authority within each agency for final decisions.

In the decision making process it is necessary to have senior executive oversight. At some point their influence will be required to resolve cross-functional issues and it is therefore important that they are routinely kept apprised of planning progress so they can effectively settle escalated issues. Senior executive oversight may include executives from outside agencies that are involved in the delivery of the event.

As the project transitions from planning the event to delivery of the event, senior executives will be called upon during crisis situations to make quick and sound operational decisions. If they have not been actively involved in the planning process then they will be far less prepared to properly support the team and remove roadblocks during operations.

The transition from planning the event to delivery of the event, including the operationalization of C3 (the structure known as Command, Control & Communicate which operates during the event) is considered in section 5.1.11 of the Event Planning Guideline.

2.3 Project Team Responsibilities

Explain the expectations, responsibilities and tasks of each role. Also identify the group or team member who fulfills each role. The following roles should be identified: project leader, planning team leader, operational leaders (as required), and decision-makers. Note that one person may fulfill more than one role.

The team make-up will also shift as the project transitions from planning the event to delivery of the event. Operational protocols such as C3 decision-making will come into effect. Team members that may have been planners may become operational

leaders and be accountable for “day of event” decisions, and conversely some planners may not assume operational roles. It is crucial that the organization determines and agrees at an early stage on the C3 principles for running an event.

3 Management Process

3.1 Management Objectives and Priorities

Explain the philosophy, goals, and priorities for management of the project and the specific event.

3.2 Assumptions, Dependencies, and Constraints

State the assumptions on which the project is based, the external events the project is dependent upon, and the constraints under which the project is to be conducted. For example, City staff will depend on the timely completion of pedestrian flow modelling to determine appropriate street closures.

3.3 Risk Management

Identify and assess the risk factors associated with the project that could hinder achieving the desired outcome. Assess the level or magnitude of the event, analyze the complexities and develop contingency/mitigation plans accordingly for each risk.

3.4 Monitoring and Controlling Mechanisms

Identify mechanisms used to monitor adherence to the project plan. They may include weekly meetings, reporting mechanisms, modelling and reviews.

3.5 Schedule

Identify timelines, deadlines, interdependencies and required milestones.

4 Resource Allocation

4.1 Time

Time will be the main and the most limiting resource for any project. Determine as early as possible, at a high level, how much time will be required by each role, task and thus, by each member of the team. In designing an event the timing will be compressed, depending on the actual lead time/notification of the decision to run an event. However, there will never be sufficient time regardless of the lead time. All parties must therefore be prepared to adjust and prioritize the key tasks and deliverables and to focus their time appropriately.

4.2 Budget

Recognize that paramount to the success of the project will be the dedication of sufficient financial resources. Planning will be iterative and budget assumptions will become more reliable as the project advances. It is advisable, even in the early stages of budgeting when details are lacking, to plan an ample contingency to address shortfalls and unforeseen requirements that will inevitably surface in the later stages of planning. If adequate financial resources are not available, then the complexity and size of the event should be modified in the planning stage of the project.

4.3 Workforce

Develop a workforce plan as early as possible in order to develop effective recruiting strategies and to allow time for required training. Events generally require additional staff to support operational requirements and services. Depending on the complexity and/or level of responsibility, some roles can be filled by skilled volunteers. Other roles may not be as attractive to a volunteer (too much time required and the specialized nature of the work) and it will be necessary to hire paid staff.

There are contractors that will provide recruitment services and of course there are event companies that specialize in providing trained staff to fulfill event roles. Key specialized roles such as traffic management and spectator services personnel may need to be certified, so it is important to start sourcing for these positions as soon as possible. In some cases there may be opportunity to second staff from neighbouring municipalities or agencies in the region. All of these options must be assessed early, especially when planning a larger event.

Once staff members are selected they will require training and training should include orientation to the event as a whole as well as training which is specific to the job. In an ideal situation, recruiting experienced staff is optimal. However because of sheer number requirements this may not be possible. If there is some opportunity for existing staff to gain experience working on another event prior to the main project event, this may reduce the need for recruitment of new staff.

4.4 Equipment

Identify equipment requirements as early as possible to permit adequate time for cost effective sourcing. Unique equipment may be required for the event such as lifeguard chairs for Spectator Services staff or large video screens for spectators.

The Logistics Coordination Team should work with each function or agency to determine material and equipment requirements and to employ tactics for early sourcing of equipment needs. Section 5.1.4 reviews the Logistics Management role.

It will be important to consider acquiring contingency equipment to have on hand such as additional fencing or barricades over and above the planned requirements since there may be a need if alternative pedestrian pathways or road closures are activated. Preparing for and centrally sourcing equipment requirements (including borrowing from other municipalities and agencies) can create synergies.

5 Operational Plan

The project should be subdivided into tasks, each one of which is unique and fundamental to the delivery of a successful event. An operational plan for each such task should be developed by the responsible function and the combination of these operational plans will form a comprehensive operational plan (herein called the “Event Operation Plan” or the “EOP”). Throughout the planning and development of the EOP it is essential that all functions involved in the project collaborate, discuss and question operational concepts and, most importantly, integrate their plans. The theme or objective of each of the operational plans will be to provide a safe and enjoyable spectator experience.

It will be important that the leader of the delivery phase of the project (the Event Manager or Venue Site Manager) have been identified. This person may or may not be the same person as the leader of the project during the earlier planning phase. However it is important to establish the oversight leadership of the delivery of the event at an early stage to allow for proper operational integration and time for the various functional teams to come together to work as a single team.

Throughout the development of the EOP the functional leaders must work closely with each other, discussing operational concepts and testing their practicality. What may seem workable for one function may not be viable for another. The key is to develop the best plan for all – this will require cooperation and willingness to change. The Event Manager or Venue Site Manager will play an important role throughout this process, as in many cases he/she will be required to arbitrate and facilitate the best overall decisions for the event. His/her immediate staff will form a cohesive Venue Site Management Team.

5.1 EOP components:

5.1.1 Traffic Management

A well-organized traffic management plan is essential to the success of any event. Generally, an event will not run well if the *status quo* traffic plan is adopted without change. There must be some adjustments made to manage vehicle movement and to provide for increased pedestrian pathways.

The Traffic Management Team must work very closely with the Spectator Services Team (see Section 5.1.2) to establish routes that will be designated for vehicles as distinct from routes that will be utilized by pedestrians. Obviously the creation of models to test and measure the anticipated traffic and pedestrian flows would be most useful. However, depending on the lead time for the event, the team may need to rely on historical data and past experiences.

A number of factors to consider in the development of a traffic management plan:

- Signalling – do traffic signals need to be altered due to modified traffic flows?
- Parking – what is the parking arrangement? Is it limited or not available? Are restrictions at the venue and surrounding areas going to have an effect on the plan?
- Signage – if additional signage is required, where should it be situated? Is it visible and easily read?
- Road closures – how many, at what time of day and for what duration?
- Shuttle services – do spectators require shuttle or golf cart services? Will they be accessible for persons with a disability?
- Transportation Demand Management – what messaging will be provided to the public to manage the demand for transportation during the event? Carpooling, parking, cycling, transit services must all form part of that messaging.
- Access and Egress to event site(s) – is this well defined and managed so as to minimize bottlenecks and not to interfere with pedestrian flows? Consider limiting access to and egress from event site.

The team needs to be prepared for “hands on” active traffic management. Personnel who have the authority to direct traffic will be mandatory to manage vehicle movement and pedestrian intersections and to ensure that new traffic patterns are adhered to. It will be essential that they work with the Venue Site Management Team and police as well as the Spectator Services Team to strategically position the various traffic control points. As well, their hours will need to be extended to ensure they arrive at their positions early. A lesson learned from previous events is to have a Mobile Traffic Response Team (MTRT) that can roam and be flexible to provide support and assistance at areas that require additional resources due to irregularities. Also the Traffic Management Team should consider having executive leadership present in the MOC (see Section 5.1.11) to allow for in-person communications and quick decision-making.

Contingencies to Consider

- Inability to access the venue site
- Primary event routes blocked
- Accidents
- Unforeseen or unplanned road closure

5.1.2 Spectator Services

This element is critical to the success of delivering an event. Spectators and event participants must perceive that the event is controlled and safe. This requires a concerted effort by a dedicated Spectator Services Team to establish travelable or suitable corridors or pathways to manage pedestrian flows and to ensure crowd movement does not create bottlenecks.

It is important that the Spectator Services Team work closely with the Traffic Management Team (see Section 5.1.1) and the Security Team (see Section

5.1.4) to identify and map the best, safest pathways for pedestrians and spectators as well as determine the most strategic positioning of staff members. As well, alternative routes should be identified - but only activated if required for contingency purposes. Coordination with the Venue Site Management Team is critical. Once the venue event has concluded, what route will the spectators take to depart the site? What is the best flow to avoid crowd disruptions and allow for access to parking or transit sites? These factors must all be considered in selecting path routes and managing the crowd.

Keeping the crowd moving and controlled is a matter of strategically locating personnel at key decision points along the routes to control the flow of crowds. These staff members can provide information to event participants about routes and services as well as monitor happenings to ensure that there are no illicit or harmful activities. They usually are not security personnel but they can be observers supporting security efforts. Also, in maintaining the flow of persons, they should protect vendor and store front access from becoming blocked by congregating crowds and ensure that ease of access is maintained for emergency/essential services. This applies to access to and egress from the event site by spectators and event participants. It is also critical to have sufficient and trained personnel to maintain emergency vehicle access paths, aisle ways and other site corridors.

City hosts or ambassadors are good candidates to fulfill Spectator Services Team positions. As long as the public perceives control of the event, they most likely will adhere to the established protocols and will be deterred from unnecessary outbreaks.

The Spectator Services Team will need communications tools such as radios and cell phones. They must have the ability to alert each other of the happenings and movement of the crowds, particularly if there is an irregularity. Another tool that would be most helpful to the team is closed circuit television (CCTV) in the operations centre. CCTV will give the team a bird's eye view of the crowd flow and possible distresses in order that "on the ground" staff can be quickly alerted and better positioned to proactively address problems.

The Spectator Services Team will need to be easily identifiable to the public. Therefore providing them with vests or clothing that sets them apart is important. As well, beyond radios and cell phones, they will require other materials or equipment such as bullhorns to message crowds and barricades and fencing to clearly layout spectator pathways. Lifeguard chairs have been used in previous world events; these chairs obviously elevate staff members and give the public clear site of their presence and authority. From this position, Spectator Services Team members can more easily broadcast key messages as well as have a broader view of the crowd flow, again allowing for more proactive actions to alleviate possible issues.

It cannot be stressed enough how crucial this team is to the successful delivery of the event. Training is a critical factor for all team members, and such is the case for all members of the Spectator Services Team. They must possess strong organizational capabilities and not be timid or easily intimidated. They need to be able to command a presence (bullhorns will help) so that their direction will not be ignored. Of course there is strength in numbers and you will require a large Spectator Services Team to properly manage the corridors and control the crowds. In an event such as the Olympic Games, more than 400

members of the Spectator Services Team were deployed on the downtown streets and at bus and train stations around Canada Hockey place, and this number does not include the staff positioned within the venue perimeter at Canada Hockey Place directing crowds in and out of the venue, managing queues and looking after all of the ushering and crowd management functions within the venue. Ensuring that they have clothing that differentiates them will help the crowd to recognize and acknowledge their role.

They must at all times be equipped with accurate information in order to properly direct the crowd. For example if buses are rerouted, they must be advised in order to redirect the pedestrians. Their presence will create an optimal experience for spectators and event participants, they will significantly reduce or eliminate free flow in the area and most importantly they will add to the perception that the event is organized, safe and controlled.

Contingencies to Consider

- What actions will be taken if the crowd swells beyond forecasted assumptions?
- Who makes the decision to activate alternative path routes?
- Has a site or multiple sites been designated for crowd overflow?

It is highly recommended that Spectator Service Response Teams (SSRT) be established, made up of your best personnel, to be dispatched to problem sites to assist with issues and support the activation of contingency plans when required. These teams are over and above your core Spectator Service Team numbers.

5.1.3 Public Transit

A successful transportation plan is dependent on a robust transport plan that is heavily integrated with the public transit system. Event participants and spectators are generally encouraged to use alternative modes of transportation such as cycling, walking and public transit to access the events.

It will be necessary to undertake a review of transit capacity to understand the requirement to increase services, headways and/or equipment. Also, bus stop locations may need to be altered due to road closures and additional bus stops may be required to support increased access to and from certain communities. Routes and equipment will need to be assessed in light of street closures and pedestrian pathways.

Public Transit authorities need to work closely with the Venue Site Management Team, and the Traffic Management and Spectator Services Teams. There must be consideration given to how the crowds will be directed upon leaving a venue site; strategically positioned Spectator Services Team members can direct persons to the appropriate train station or bus stop which, depending on the flow of traffic, might not be the closest one. Clearly, the ability of the Spectator Services Team to manage spectator traffic is crucial to successfully metering the flow of pedestrians to transit. Typically, greater challenges exist on egress rather than ingress of crowds at the event sites, and planning must ensure sufficient transit and bus capacity along with well-informed spectator services and transport load zone attendants to facilitate rapid egress by spectators.

Crowds will form at the access point to transit train stations as well as at bus stops. These access points should be kept clear, so the authorities will want to establish a queuing corridor to properly manage and gauge the queue. To keep people calm, persons in the queue must be continually kept advised of relevant information such as wait times and timing for accessing the station. Having staff manage the queues outside and staff inside the station communicating operational updates to outside staff is an efficient method of controlling this process.

At some point crowd saturation could occur in and around the site creating an unsafe environment. The decision to limit transit so as to reduce access to or from particular parts of the venue site may need to be taken. Although suspending service may not be feasible, a significant reduction in services will allow the organizers to manage and redirect existing crowds.

Public transit may also have to play a role, in conjunction with police of jurisdiction, in filtering or screening passengers with alcohol. This role is discussed in more detail in the overall report and the advice needs to be incorporated into the Event Planning Guideline protocols.

Contingencies to Consider

- Unruly crowds forming in and around access points to public transit
- Limiting public transit to the site when the site is over capacity and uncontrollable
- Injuries to bus operators
- Routes blocked

5.1.4 Logistics Management

The Logistics Management function will control the efficient and effective acquisition and storage of materials and equipment that may be needed for an event. Although each agency or municipal department may have some resources, they may not have all necessary materials and equipment for the particular event. Therefore, an event-specific lead should be established to oversee Logistics Management, to confirm, acquire and supply materials and equipment that will be required. It is not uncommon for departments within one organization, let alone independent agencies, to be unaware of the resources or supplies available from another department. A centralized Logistics Management function will facilitate the combining of common resources and avoid unnecessary purchases.

Deliveries of materials and equipment to the event site will need to be well coordinated. The Logistics Management Team will need to work with the surrounding vendors, the Venue Site Management Team and the Transportation Management Team to establish suitable delivery times which minimize the interruption to surrounding businesses.

Contingencies to Consider

- If the event site requires additional materials, how will these be quickly accessed and made available?
- If the pre-established access point to the event site is blocked, what are the alternate access points?

5.1.5 Communications

Public Communications

Building a strong communications plan will set the tone and expected behaviour at the event. Armed with good operational planning information and a good understanding of the characteristics of the event, the Communications Team can formulate key messages. There are a number of questions to consider in tailoring the communications, such as:

- Who is the audience of the event?
- What is the objective of the event?
- What is the expectation of the spectators, event participants and public in the area?
- How do people get to the event site?
- What are the egress and ingress plans of the event site?
- What are the mediums for the general public, spectators and event participants to learn more about the event?
- What is permissible at the event site (for example, what can be brought into the site)?
- How can spectators and event participants contribute to keeping the event safe and fun for all?

If there are multiple agencies planning and delivering the event it is critical that they are seen as one voice with harmonized messages. The information that reaches the public in advance of the event will shape the outcome for the spectator experience.

It is advisable to establish one agency to take the lead and develop the messages and content. Each agency should have the opportunity to review and confirm messages, for example the organizer does not want to make false promises on behalf of another agency. It is vital that all communications be controlled and disseminated by one source to avoid mixed or competing messages to the public, spectators and event participants.

Opportunities to communicate with the public and event participants on the day of the event should be considered. The Spectator Services Team will be on site conveying messages. However video boards to display messages are helpful as well as a text hotline where safety concerns can be directly and immediately communicated to the event organizer. Public address systems may also be required to help manage crowds.

Business Outreach

Business leaders and operators in the area of the event site will need to understand various aspects of the event. Cooperation and support of the business leaders and operators is desirable. They will have many questions around the impact to their hours of operations, potential business disruptions and potential revenue opportunities in extending their hours of service. Engagement by the organizers with owners and business associations will help businesses to understand the dynamics of the event, the potential benefits to their operations and more importantly the impacts and how they need to prepare.

The timing of engaging with business leaders and operators is pertinent; they require meaningful planning information and operational concepts in order to assess potential impacts and respond/plan accordingly. Engaging too early without useful data will likely confuse and create anxiety with the process. Conversely, once dialogue is started it must be maintained and ongoing. Building this rapport will help business leaders and operators to trust and support the plan.

Again, if it is a multiagency event, then one agency should take the lead in preparing messages to business leaders and operators and in implementing a business outreach program.

Local Residents

Residents of the area may be impacted by the event, for example road closures may limit access to their residence or parking in the area may be restricted. The Communications Team will need to work with operational teams such as Traffic Management and Spectator Services Teams to understand community impacts and they will need to formulate a community engagement plan to help the community better understand the changes and what can be done to minimize impacts.

Although not all residents will be supportive of an event, especially if their daily routines are impacted, they will appreciate frank and honest communications about what to expect and what they will need to do to minimize disruptions.

Contingencies to Consider

- As much time that is spent formulating the messages leading up to the event must also be spent developing the messages in the event of an irregular operation.
- The Communications Team will need to understand the risks associated with the operational plans of each department/agency and craft messages in the event of an incident.
- The Communications Team must determine what will be the effective method for communicating broadly and quickly on the day of the event.

5.1.6 By-law Enforcement

Some amendments or relaxation of by-laws may be necessary for the event - for example parking or loitering by-laws.

By-Law or Municipal Enforcement Officers can provide added support to the Spectator Services and Security Teams during an event.

5.1.7 Security Plan

The Security/Police Teams are tactical planners and very capable and experienced with dealing with crowds and large events. The important aspect is that the Security Team consider and integrate their plans with all the operational teams. Too many times, plans are developed without security integration only to discover that elements of the operational plans are not workable or practical. Similarly, security plans cannot be developed in isolation of event operational plans. It cannot be overstressed the importance of each operational team collaborating with the others, understanding each other's requirements and preparing accordingly. Resources available for security can often be a key

constraint for event organizers and must be factored into the overall event plan and capacity.

Where plans for management and control of alcohol related to the event are needed, the police should play a lead role in supporting a joint strategy with the event organizer and other supporting agencies. Various tools are available to the police in this regard.

5.1.8 Cleaning, Waste and Site Management Plan (CW&SM Plan)

Contingent on the duration and size of an event, the normal level of cleaning and waste services may need to be evaluated and increased. The CW&SM Team will need a comprehensive plan to address the cleaning and waste requirements of the event site. Keeping the site appearance as clean as possible is not only more enjoyable but also safer for event participants and staff. The following are some items to be considered:

- Access to restroom facilities
- Increased number of trash receptacles to reduce litter and ease clean-up following the event
- Spectator and event participant comforts such as access to water or heated areas depending on the time of year.
- Street maintenance to ensure vehicle roadways and pedestrian pathways remain clear

Contingencies to Consider

- It is highly likely that pre/during/post the event there will be some damage that will require repair. The CW&SM Team will want to factor how they will rapidly respond to such requirements.
- Inclement weather can create special requirements that must be anticipated and for which the CW&SM Team must be prepared.

5.1.9 Vendor Coordination

Appointing a Vendor Coordination Team (which could consist of one person or several, as the need requires) that is knowledgeable and who can address/facilitate technical, operational, communication, legal and other issues in preparation for the event as well as “day of” operations is important for large events. The Vendor Coordination Team will ensure that vendors’ needs are coordinated and do not conflict with the operational plans of other departments and agencies.

The Vendor Coordination Team will work closely with other departments and agencies to ensure that their planning and vendor requirements are adequately integrated into the overall event operational plan. For example, the Vendor Coordination Team will collaborate with the Venue Site Management Team to determine the best locations for vendor operations as well as the Logistics Management Team to manage delivery of vendor supplies and products. The Vendor Coordination Team will also coordinate work with the Spectator Services Team to understand the flow of pedestrians, how spectators will access vendor sites and to ensure procedures are developed to keep pedestrians from blocking vendor sites.

Of course safety is the focus for all operational groups and the Vendor Coordination Team will work with the vendors to ensure that they meet occupational health and safety standards.

On the day of the event, this team will monitor operational activities of the vendors on the event site and their compliance with agreed upon plans. The Vendor Coordination Team will also monitor for instances where unapproved vendors may attempt to conduct business at the event site.

Contingencies to Consider

- A protocol will be required for handling inappropriate activities by unapproved vendors on site
- Vendor plans must be reviewed to ensure they provide for an adequate supply of vendor products and critical items such as water
- Vendor access must be kept free from blockage by spectators and event participants – how will this be handled?

5.1.10 Emergency Response Services (ERS)

Emergency Response Services ensure public safety and health and must therefore have the ability to access a venue site or related celebration areas in the event of an emergency. It is vital that the event organizer coordinates with ERS, the Traffic Management and Security Teams and the Venue Site Management Team to establish suitable routings and alternatives for ERS to enter a venue site and/or celebration area. As well, an area inside the event site must be designated in advance where ERS will be able to stage their vehicle and equipment and this area must always be kept free and clear of people and debris.

Depending on the location of the event site, the magnitude of the event and the number of event participants, it may be necessary to establish an onsite medical services team. It is recommended that an ERS representative(s) be situated in the MOC as part of the C3 structure (see Section 5.1.11) to facilitate clear communications, quick decision-making and response during the event. Building and running an event where safety is paramount is fundamental to the success of the event.

5.1.11 C3

The term C3, *Command, Control, Communicate*, comes from the military. Originally it was “Command and Control”. “Communicate” was later added to emphasize the importance of two-way communications.

A C3 structure should be implemented during an event to establish clear lines of authority and to establish the levels and persons within the organization who have the authority to make decisions, especially in critical or stressful times. One of the fundamental principles of C3 is encouraging decision making at the lowest level of the organization - empowering the team on the ground. This principle allows for less disruption or delay in leading the event. However it is important that actions or decisions are communicated back through the C3 structure so that trends can be identified and decisions can be supported and/or applied in the event of a similar circumstance.

Each operating function will establish its operational control structure, including a designated command leader for C3 purposes. For some larger functions such as Transportation Management, their operational control structure may be a site with personnel set up at an operational control centre (OCC), especially where a

number of agencies and departments are operating in an integrated form. Issues and trends are reported, discussed with the OCC, appropriate actions are taken and communication is back and forth with the Transportation Management Team members on the ground. For other functions such as Vendor Coordination, the operational control structure might consist of one or two people who work together to resolve issues.

A Main Operations Centre (MOC) or Command Centre will be organized as part of the C3 structure, to monitor and oversee operations during the event. This Centre will require CCTV, video screens, telephones, computers and other specialized operational monitoring equipment. It is with this MOC or Command Centre that each function's operational control centre (or person) will communicate or report during the event.

Within the MOC, representatives from all large operational functions should be present, as well as senior executive leadership. Unresolved operational issues will be escalated to the MOC and decisions that impact the entire event will be made from this location and cascaded to front-line staff by their MOC representative and/or their functional command leaders. It is highly recommended that functions with OCC's attempt to co-locate with the MOC. There are obvious two-way communications benefits as well as resource benefits of being co-located. Daily briefings and special meetings will usually be conducted from the MOC.

C3 structure, principles and leadership need to be determined and committed at the senior level of the organization of all agencies involved in organizing the event. Well thought out protocols and procedures must be discussed, documented and practiced. It must be clear as to which person or agency is designated to take the lead for specific required decisions. On the day of the event there cannot be a scramble to locate designated persons, they must be reachable at all times and there cannot be a debate as to who is the final decision maker.

It is prudent to establish C3 protocols that can be leveraged from event to event. Equally important is to have agreement at an early stage of planning among the various functions and agencies as to the right time to transition from "planning the project" to operationalizing the C3 structure.

In advance of the event and prior to operationalizing the C3 structure, members of the C3 team must participate in practical exercises, such as tabletops or rehearsal simulations. These are critical opportunities to learn about what types of actions or decisions might be required and to discuss in an informal setting without the pressure of having to make an immediate decision. Refer to section 6 for information on testing.

The C3 team will require equipment such as radios and cell phones, landlines, to effectively communicate. As well, video screens with CCTV are excellent tools to allow the C3 team to have a broad view of the event site and surrounding area and to better understand the atmosphere and activities.

If the overall project leader is not going to be the C3 coordinator then the coordinator should be identified and appointed at an early phase in the planning process. The C3 coordinator will work with the functional leaders to establish the governance protocols applicable during operations and, together with functional

leaders, will develop and implement C3 protocols. The overarching view of the project gained by this person makes them an effective barometer to report back to senior managers on the status of issues or risks which may require attention.

6 Testing

It is important to validate the assumptions and reliability of the operational plans for the day of the event. Testing is strongly encouraged of not only the processes and procedures that are being developed for the day of the event, but also the ability of all levels of team members to carry out their operational roles, their ability to respond to dynamic situations, solve problems under pressure and make quick, sound decisions. The more complex or larger the event the more important it is that testing occur.

All agencies involved in the organizing of the event should be engaged in the different levels of testing. Working together to test the concepts of the comprehensive Event Operation Plan will aid in identifying gaps and risks, and from the lessons learned, contingency plans should be developed to describe procedures and actions to be taken during irregular operations.

6.1 Table Top Exercises

An effective method to prepare the team and identify processes or procedures that may need improvement is by conducting tabletop exercises. This is the simplest type of exercise to conduct in terms of planning, preparation, and coordination.

A tabletop exercise is a facilitated analysis of an unusual situation in an informal, stress-free environment. It is designed to elicit constructive discussion as participants examine and resolve problems based on existing operational plans and identify where those plans need to be refined. The success of the exercise is largely determined by group participation in the identification of problem areas. There is minimal attempt at simulation in a tabletop exercise. Equipment is not used, resources are not deployed, and time pressures are not introduced.

6.1.1 Table Top Exercise Example

The event has ended and large crowds have formed at the Stadium station. However, due to a mechanical issue the station must be closed. What happens next?

Questions to consider:

- What is the role of each agency in this situation?
- How will contingencies be communicated and executed?
- How will information be shared with pedestrians?
- How will the crowds be redirected?
- What equipment will be required?
- Will senior executive be required to facilitate decisions or is the frontline functional staff aware and capable of handling the issue?

6.2 Rehearsal Simulations & Mock Exercises

Simulations or mock exercises are ideal learning methods that depend on role-playing. These types of exercises create a scenario that is as close to reality as possible and the participants take on their operational role or specific characters or organizations in a contrived setting. Scenarios are acted out and problems are resolved in real-time. Simulations primarily provide participants the ability to practice and experience their operational role in safe and supportive environment.

Unlike a tabletop exercise, simulations will use equipment and resources to test an operational environment. As well, significant coordination in planning and execution of a simulation is

required. Generally this technique would only be used for large and complex events because of the investment of time and resources to run a good simulation.

7 Day of Operations

It is the day of the event (DOF) and all operational plans must be activated. In advance of the first day of operations the team will have prepared a Run Sheet. A Run Sheet is a list of all key tasks and activities in a chronological order that must be actioned or implemented on the DOF. This tool is extremely useful for the team, it is the event script, and everyone should have a copy and be able to understand how activities will unfold on the DOF.

It is important that as the workforce arrives, time is set aside to conduct briefings. Important information should be shared with staff on what to expect for the day, if there have been any changes to the plan or run sheet and of course an opportunity for staff to have their questions addressed.

An event team is like an acting troop, everyone has their role to play and if someone has not learned their lines then there will be blunders. It is important to take the time during the debrief meetings to ensure that all staff are confident and prepared. Of course mistakes will be made but understanding how to recover or where to seek assistance can be reaffirmed during the debrief meeting(s).

During operations it is important that the staff see senior leaders, supervisors and managers checking in with staff periodically, monitoring activities, understanding if issues are brewing and, when necessary, providing guidance for issue resolution. Generally it is just good for morale to see senior leaders engaged and interacting with the team. Although there may be a tendency to step in and take charge – remember the team is trained and capable and excited to carry out their duties, only take a “hands on” role when absolutely necessary.

7.1 Operational Run Sheet – (see Checklist 10.2)

8 Lessons Learned

As with any event, hindsight is 20/20 and the team can look back at what worked well and what could be done differently in future events.

A briefing should be organized as quickly as possible so that recollections are fresh. During this briefing a post mortem is conducted to analyse and record the successes and learnings to be applied in planning future events. In order to optimise learning it is important that all core participants attend this briefing and share openly their experiences and observations.

Policies, processes and procedures should be modified based on the outcomes of the lessons learned exercise.

8.1 Operational Debrief Checklist (see Checklist 10.3)

9 Event Planning Checklist

The Event Planning checklist is a tool that will help the planners to navigate through planning an event. The Event Planning Guideline provides greater detail and the checklist is a summary of all planning aspects that will need to be considered.

9.1 Event Planning Checklist (see Checklist 10.4)

10 Checklists

10.1 Building the Team

BUILDING THE TEAM - CHECKLIST				
Event Name:				
Event Dates:				
Event Location				
Event Leader:				
Organization	Required on Team	Planning Lead	Operations Lead	Staff to be kept informed
City Planning Office				
City Transportation and Engineering				
Spectator Services				
Skytrain				
CM. Bus Co.				
Fire Services				
Police Services				
Ambulance Services				
Security Services				
Venue Owner				
Sport Team				
Sponsor(s)				
Vendor Coordination				
City Maintenance				
Province				
Other Parties				

Executive Oversight Team
Required

Yes

No

Organization/Department	Executive	Comments

10.2 Daily Run Sheet

Daily Run Sheet

		Venue:							
		Venue Code:							
		Day:							
		Date:							
		Phase/Day Type:							
		Gates Open:							
		Celebration start:							
		Celebration end:							
Time		T +/-		Activity		FA		Celebration Site 1	Celebration Site 2
		Hours	Min						
6:00	-3.00	Venue Opens					Lead		
				Barricades, fencing set up					
6:00	-3.00			Workforce start to check in					
6:00	-3.00			Traffic Management activated					
6:00	-3.00			Radio distribution open					
6:00	-2.00			Full team briefing					
6:15	-2.00								
6:15	-2.00	:45		Site inspection					
6:15	-2.00								
6:30	-2.00	:30		Spector Services staff positioned					
6:30	-2.00								
6:30	-2.00								
6:50	-2.00								
6:50									
6:50									
6:50									
7:00	-2:00			Site Vendors arrive					
7:20									
7:30									
7:30									
7:35									
7:45									
7:45									
7:45									
7:45									
8:00									
8:00									
8:30		:-30		Vendors ready for business					
9:00				Event Site Opens					
9:00				Participants/Spectators arrive					
9:15									
10:30									
10:30									
10:30									
11:00									
11:30									
12:00									
12:00									
12:15									
12:30									
12:30									
13:00									
14:00									
14:00									
14:15									
14:30									
16:00									
16:00									

10.3 Operational Debrief Checklist

Operational Debrief Checklist

Event:

Date:

Event Leader:

Facilitator Checklist:

- Notify participants of debrief
- Do all possible to have the right people attend (representation from all Functions and agencies as well as Senior level leaders)
- Reserve enough time to allow all participants to provide input
- Prepare questions
- Book a meeting room
- Start on time and end on time (respectful of everyone's schedule)
- Organize the room in way that encourages conversation (avoid classroom style)
- Keep the conversation on track
- Keep an eye open to make sure individuals are not sitting passively
- Everyone should have the opportunity to contribute
- Summarise points, clarify when necessary and keep the dialogue moving
- Record observations, learning's, recommendations and attendance at debrief
- Distribute outcomes of debrief to the team

Cross-functional Questions:

Start positive

- What went well?
- What did not go well?
- Why did these things happen?
- How can we avoid this from happening again?
- What can we do better next time?
- How can we use this?

Team Questions:

- How big was your team at the beginning and how big was it by the end?
- What were the main reasons the size changed?
- Were you happy with the composition of the team?
- How often did the team meet? Was this too often or not often enough?
- How did your team manage to accomplish the tasks?
- Could something have been done better?
- Could the pressure of time be reduced by organizing the work differently?
- Did you have enough time to accomplish the tasks?
- Were instructions always clear?
- How were your plans integrated with other functions/agencies?
- Did you have an opportunity to test your process and procedures as a team? What did you learn that you applied?

Event Planning Checklist	Responsible	Comments	Completion Target Date
Name of event			
Date of event			
Time of event			
Location of event			
Event Leader/contact person			
Target audience			
Purpose & Objectives – why <ul style="list-style-type: none"> ○ Be clear about what you hope to achieve with this event. ○ What are the aims and objectives 			
Scope (description of event) – what			
Building the Team – who <ul style="list-style-type: none"> ○ Identify team members, core and interested parties ○ Establish level for approval and decision making during the Planning phase ○ Assign team responsibilities 			
Risk assessment – what <ul style="list-style-type: none"> ○ Identify possible risks and develop strategies to minimise risks. 			
Management Process <ul style="list-style-type: none"> ○ Establish project timelines and task ○ Assign tasks ○ List monitoring and control mechanisms ○ Identify key milestones and dependencies 			
Budget <ul style="list-style-type: none"> ○ Identify sourcing of funding ○ Time for Budget completion ○ Sponsorship ○ Consider additional workforce, equipment and material requirements 			

Event Planning Checklist	Responsible	Comments	Completion Target Date
Transportation & Traffic Management <ul style="list-style-type: none"> ○ Determine pedestrian flows & pathways ○ Determine necessary road closures ○ Assess signage ○ Assess parking requirements & restrictions ○ Plan and source barricade requirements ○ Assess signal change requirements ○ Organize removal of street furniture ○ Determine and plan management of egress/ingress points ○ Organize Active traffic management (traffic authority) ○ Organize Mobile Traffic Response Teams (MTRT) 			
Spectator Services <ul style="list-style-type: none"> ○ Ensure suitable pedestrian corridors and pathways identified. ○ Recruit/train or contract personnel to provide services ○ Secure tools for managing crowds (bullhorns, radios, cellular phones, paddles, lifeguard chairs) ○ Identify key or strategic decision points for placement of personnel. ○ Provide vests or clothing to help distinguish personnel 			
Public Transit <ul style="list-style-type: none"> ○ Assess equipment requirements (additional or redeploy existing equipment) ○ Assess frequencies and headways ○ Confirm bus stop locations and need for additional or stop modifications ○ Establish procedures for managing crowd access to stations ○ Establish procedures for passenger screening ○ Coordinate with Spectator Services 			
Logistics Management <ul style="list-style-type: none"> ○ Work with Functions/agencies to assess material and equipment requirements ○ Source additional material/equipment requirements ○ Establish delivery protocols to venue site ○ Work with Business outreach to establish workable deliveries to existing business in/around venue site 			

Event Planning Checklist	Responsible	Comments	Completion Target Date
Communications <ul style="list-style-type: none"> ○ Establish cross functional communications team ○ Craft messaging appropriate to event (consider audience, objectives etc.) ○ Develop business outreach and community engagement plan ○ Work with operational teams to establish protocols for quick communications to spectators/participants/public on day of event 			
By-Law Enforcement <ul style="list-style-type: none"> ○ Determine if amendments or relaxation of by-laws required ○ Assess need to increase number of officers on day of event 			
Security Plan <ul style="list-style-type: none"> ○ Establish lead agency ○ Determine Contract Security requirements ○ Liaise with all operational Functions especially Transportation and Spectator Services ○ Work with Communications to develop safety messages to the public 			
Cleaning Waste & Site Management <ul style="list-style-type: none"> ○ Assess cleaning and waste requirements (restroom facilities, trash receptacles) ○ Prepare for maintenance of roadways or pedestrian pathways 			
Vendor Coordination <ul style="list-style-type: none"> ○ Set process to select and approve vendors to operate on site ○ Select suitable site assignment for vendors ○ Determine services that need to be provided ○ Determine measures to monitor and prevent unapproved vendors from operating on site 			
Emergency Response Services <ul style="list-style-type: none"> ○ Plan Routes for access to site ○ Determine egress, ingress and staging locations ○ Organize first aid or medical services on site ○ Confirm occupational Health and Safety measures are prepared and available 			

Event Planning Checklist	Responsible	Comments	Completion Target Date
Command Control Communicate (C3) <ul style="list-style-type: none"> ○ Establish C3 structure and protocols – lines of authority and decision makers ○ Vet and approve operational plans ○ Vet and approve operational contingencies ○ Work with Functions/agencies to develop operational command structure and site(s) for day of event ○ Organize and facilitate cross-functional operational practice sessions such as table-tops or rehearsal simulations 			
Testing <ul style="list-style-type: none"> ○ Organize Functional table-top exercises to test department process and procedures ○ Organize cross-functional table top exercises ○ Organize Rehearsal Simulations & Mock Exercises 			
Day of Operations <ul style="list-style-type: none"> ○ Prepare Run Sheets ○ Establish meeting and briefing schedules 			
Plan for Operational Debrief <ul style="list-style-type: none"> ○ Prepare to facilitate cross-functional debrief ○ Maintain notes on key observations and learning's experienced during event planning period ○ Select a meeting date(s) for operational debrief ○ Prepare list of participants that will effectively contribute to operational debrief. ○ Advise Functions/agencies to consider positive and constructive feedback for sharing during post event debrief 			

Notes

- 1 Some Observations on Public Inquiries, the Hon. Associate Chief Justice Dennis R. O'Connor, Court of Appeal for Ontario. Canadian Institute for the Administration of Justice, Annual Conference October 10, 2007, Halifax, Nova Scotia.
- 2 Todd D., "The Canucks' Cup run, like war, has brought us together," The Vancouver Sun, June 14, 2011, p. A4.
- 3 From June 15 editions of: The Vancouver Sun; Globe and Mail; Prince George Citizen.
- 4 Todd, p. A4.
- 5 Photograph tweeted by @VancityBuzz with message: "American Apparel on Granville is ready for a riot #Canucks".
- 6 CBC Radio One, "On the Coast," June 15, 2011, 4:13 p.m.
- 7 St. Paul's Hospital will report treating 144 patients that night in total and 80 per cent of these were riot-related. Lacerations requiring suturing were common. Nine per cent of the riot-related patients seen attributed their injuries to contact with the police. Most of these injuries are lacerations and there is one police dog bite. Only two riot-associated patients require hospital admission due to fractures, but neither of these was police-related.
- 8 **http://en.wikipedia.org/wiki/1994_Stanley_Cup_Finals**
- 9 Abbotsford Police Department will be integrated into the E-Comm system in the fall of 2011.
- 10 The Office of Emergency Management began to work out of the facility regularly in 2007 and significant facility and equipment upgrades were completed in 2009.
- 11 Funding for the police recruit training program is also provided through tuition fees.
- 12 Parks Services played no significant role in matters within our mandate.
- 13 The General Manager explained that when the Canadian dollar was lower there was a great deal of filming in and around Vancouver and that filming very often takes place in the streets and, even when it doesn't, the many large trucks used in filming occupy great portions of streets.
- 14 Engineering, Special Events, Traffic, Parking Enforcement, Street Ops, Sanitation; CSG, Program Review; liquor, noise and development permits; VPD planning and Traffic Authority; VFRS site capacity, building permits, and fireworks; Parks, facility use and permits.
- 15 Vancouver Police Department 2011 Stanley Cup Riot Review (version: August 26, 2011) (pp 44 – 45).
- 16 These outdoors celebration zones let those unable to get a ticket to see an event in person and still be part of the atmosphere in a safe area away from road traffic and under some kind of supervision. A live site is generally a secure area with a hard perimeter encompassing big screens, staging, tenting, and other temporary structures. It is, in effect, a temporary stadium or arena. Live Sites have appeared at the Olympic Games in Sydney, Salt Lake, Torino and Vancouver and are planned for the upcoming London and Brazil games.
- 17 Review of the Management of Large Events in the City of Vancouver, October 31, 1994, pp1-2.

- 18 The General Manager of Engineering Services did not want a Live Site but not because, as he frankly told us, he foresaw rioting but because of cost; there was, of course, no provision in his budget for a 2011 Stanley Cup run. The police too had budget and other concerns as we discuss elsewhere.
- 19 Live Sites were established in Richmond: Game 2 only, attendance 700; Burnaby: Games 2 -7, attendance 200-800; New Westminster: small groups at community centers; Surrey: Games 1 -7, attendance 6,300 - 7,000; Port Coquitlam: up to 60; Abbotsford: Games 3 and 6, attendance 1,500.
- 20 Boston Bruins at Vancouver.
- 21 The Gold/Silver/Bronze model was developed in the United Kingdom to delineate command roles in a single police service and has been adapted to the regional structure here. Gold/ Silver/ Bronze is a three-tiered command structure related to the strategic, tactical and operational levels of control. It is used primarily for crowd management operations. Gold Command deals with situations with a significant impact on resources, the community or the organization. It consists of high-ranking officers and is purposely separated from the event. It sets the style overarching strategy for policing the event. Silver Command has responsibility for the event. The Silver Commander ensures that the operational staff are well supported and coordinated to carry out the strategies set by Gold Command. The Bronze level is "on the ground" and in charge of carrying out Silver Command's tactical plans.
- 22 The City has calculated the number of people who can stand in many of its downtown blocks but we caution that crowd estimation is remarkably flexible. We cite these figures more for the purpose of comparing games than with great confidence in their precision. For example, the estimates for Game 5 range from 50,000 to 125,000. Game 7 estimates are as low as 100,000 but the consensus seems to be 155,000. TransLink believes it carried an extra 200,000 people that day on the trains alone. They were probably going downtown but there is no way to know whether they were all there at once. We accept 155,000 as an authoritative number but we think, if anything, it is low. Of course, we have no way to assess these figures.
- 23 City news release June 8
- 24 This is before the Live Sites were established.
- 25 By letter June 3, 2011.
- 26 We have been told the RCMP will handle the incremental costs from its provincial policing budget.
- 27 This number includes officers in silver command and gold command who were of course not on the street.
- 28 The Commission explained that reservists were "men and women who have received some police training but are not full time police officers. Their duties are generally related to traffic and crowd supervision at special events."
- 29 Police Executive Research Forum, (2011) Managing Major Events: Best practices from the field. Washington, DC:USA
- 30 "Meet and greet", while good for cultivating relations also gives police an opportunity to distinguish between hostile and non hostile crowd members and serves to isolate hostile members from the rest of the crowd. "It is precisely when some crowd members become

hostile that it becomes important to treat the generality of crowd members in a friendly way. It is precisely in order to stop the violence of the few that one must be permissive toward the many.” (Reicher et al 2004, p. 568 referred to in Crowd Psychology and the Policing of Crowds, Appendix E).

- 31 The nine principles are on the New Westminster Police Service site at <http://www.nwpolice.org/peel.html>
- 32 *ibid.*
- 33 On the night of Game 7 it had staffed for a major event, meaning every call taker and dispatch station was staffed. As the riot took hold additional staff arrived voluntarily to assist and provide relief including 10 front line staff, additional managers, and members of senior management.
- 34 Many people interviewed during this review stated that during the final week of the playoffs the media were full of riot talk, “will there be one?,” “there’s going to be one,” and stories and clips about the 1994 riot. We discuss the roles of media later.
- 35 “Because the gear worn by police can have a significant impact on crowd dynamics, it is important that the uniform used is appropriate in order to have the most positive impact on the crowd as possible. Also, it is important that the PSU members are able to deploy quickly and get into different levels of dress when required. To manage this need, the VPD has four vans...” (Source: VPD manual)

***Level of Dress
Uniform/Equipment Worn***

1. *Black PSU issue uniform with issue ball cap, fluorescent vest, and patrol gun belt. Patrol boots are acceptable and eye protection is optional.*
2. *Black PSU issue uniform, fluorescent vest, all protective gear worn with Nomex coveralls over top. Protective boots are to be worn. A PSU leather belt with baton ring, gas mask, handcuff pouch, OC plus other optional equipment. No firearms or conductive energy weapons are to be worn by front line squad members. Tactical Support members are deployed with each section. Eye protection is mandatory.*
3. *Level 2 dress with public order helmet and shield.*
4. *Level 3 dress with an outer shell. A defensive long shield may be preferred depending on the situation.*

- 36 Police Act, RSBC 1996 c. 367 s. 3(2). A municipality can establish its own force or contract with either the province or another municipality for police services.
- 37 *Ibid* 4.2.3.3.
- 38 The Vancouver Police Emergency Response Team (ERT)
- 39 Technical Review, Appendix K.
- 40 It may not be widely known that municipal forces further from the city redistributed their patrols to backfill for neighboring forces that rushed to Vancouver’s assistance. So, in effect, Gold Command was able to collaboratively manage public protection for the region during the crisis.

- 41 Including Transit Police (SCBCTAPS)
- 42 It is still fair to say that Vancouver has more large events than other cities in the region. The Canada Day celebration at Canada Place had over 200,000 people and is the largest Canada Day event outside Ottawa and, of course, there is the Celebration of Light, the Pride Parade, and the Santa Clause parade.
- 43 ***www.iprem.ca***
- 44 On June 15 present were: the Director, Office of Emergency Management, Operations Support Chief, IT support, CCTV camera operator, City Engineering, BC Ambulance Service, Coast Mountain Bus, Vancouver Fire & Rescue Service (3), VPD (2), Emergency Management Staff and Situation Unit, four members of 311, and the Deputy City Manager.
- 45 RSBC 1996, Chapter 367
- 46 26 (1) A municipal police board must establish a municipal police department and appoint a chief constable and other constables and employees the municipal police board considers necessary to provide policing and law enforcement in the municipality.
- 47 Police Act s. 27.
- 48 The report was actually adopted February 21, 2009.
- 49 The 10 recommendations are quoted here as they appeared in the Summary of Recommendations under the heading of "Recommendations Relating to Alcohol Consumption," pp. 74-76, numbered R5-R14 and presented here in the same sequence.
- 50 In 1998/99, B.C. Transit was replaced by TransLink.
- 51 Rehm J, Ballunas D, Brochu S, Fischer B, Gnam W, Petra, J, et al. (2006, March) The costs of substance abuse in Canada, 2002. Ottawa, ON: Canadian Centre of Substance Abuse. Retrieved July 18, 2011, from ***http://www.ccsa.ca/2006_CCSA_Documents/ccsa-011332-2006.pdf***
- 52 Vancouver Coastal Health submission.
- 53 According to Schedule 2 in the Regulations for the Offence Act, the fine for drinking in public is \$200 plus a \$30 Victim Surcharge Levy, for a total of \$230.
- 54 Source: Daily Metro Vancouver Government Liquor Store Sales to Counter Customers (Retail \$ Excluding Sales Taxes)
- 55 As a result of the 1994 riot there were Crown approved charges against 106 individuals and convictions were entered against all of them. Interestingly, 103 pleaded guilty.
- 56 The Restorative Justice Council is "(an) independent third sector membership body for the field of restorative practice. Our patron is HRH, the Princess Royal. Our members are practitioners, training providers, organisations providing restorative practice across the country, and individual supporters..."
- 57 See the Deputy Prime Minister's speech at ***<http://news.sky.com/home/politics/article/16050805>***
- 58 There is an excellent RJ fact sheet at ***<http://www.justice.gc.ca/eng/pi/pcvi-cpcv/res-rep.html>***

- 59 For example <http://www.cjibc.org/home>. There have been calls for a restorative approach from the local community. See for example <http://vanrj.wordpress.com/2011/08/05/1309/>
- 60 Beyond the Revolving Door: A New Response to Chronic Offenders; Report of the Street Crime Working Group to the Justice Review Task FORCE. **Report of the Street Crime Working Group to the Justice Review Task Force**
- 61 A former British Home Secretary describing the Red Hook Community Justice Center, 2004 quoted in The Revolving Door at page 40.
- 62 Cell Broadcast (CB) messaging has been described as “an existing but rarely used” function of cellular networks that “allows messages to be broadcast to all mobile handsets from every service in a given geographical cellular area. CB is not affected by heavy traffic load that can crash networks. Sri Lankan mobile users during the 2006 tsunami disasters received emergency information this way. For a good basic discussion see http://en.wikipedia.org/wiki/Cell_Broadcast
- 63 Including Transit Police (SCBCTAPS)
- 64 Waddington, D., (1992) Contemporary issues in public disorder: a comparative and historical approach, Routledge, p. 120.
- 65 Israel, R., (1999, Fall) The Richard riot, Canadian Issues, p. 30.
- 66 The Vancouver Sun, Punks Blamed by Police For Post-Game Violence, Dec. 2, 1963, p. 2.
- 67 The Vancouver Sun, Nov. 26, 1966, p. 1.
- 68 Fornataro J. (criminologist, University of B.C. school of social work), The Vancouver Sun, Grey Cup Riots: Our Methods and Goals Conflict, Dec 3, 1966, p. 6.
- 69 The Province, Grey Cup replay – in court, Dec. 9, 1966, p. 13.



2011 Stanley Cup Game 7 Canucks Live Site Photo ©2011 Ronnie Miranda, gigapixel.com
(The image is a compilation of separate photos taken over a 15-minute period.)