

From: "Mochrie, Paul" <Paul.Mochrie@vancouver.ca>

To: ["Direct to Mayor and Council"](#)

Date: 5/15/2025 10:13:46 PM

Subject: Preliminary report and info bulletin: Joint Review of Outdoor Special Events Planning and Safety

Attachments: COV-VPD - Joint Review of Special Events Planning - Preliminary Report (2025-05-15).pdf

EMBARGOED TO MAY 16, 2025 @ 9:30 am

Dear Mayor and Council,

I am writing to inform you that the City will be issuing the below information bulletin on May 16 advising that the City of Vancouver and Vancouver Police Department have released the preliminary report on the Joint Review of Outdoor Special Events Planning and Safety. Be advised that the report links are not yet live and will be added tomorrow morning. For your reference, I have attached the embargoed final report in PDF format.

As a reminder, you are welcome to attend the technical briefing (8:30 am, Joe Wai Room) and/or press conference (9:30 am, City Hall Media Studio) tomorrow. Please email media@vancouver.ca if you plan to attend either or both events, if you have not done so already.

Please keep this news release and report embargoed until it goes live from the City media email account at the same time as the press conference on Friday, May 16 at 9:30 am.

Maria will reply to this email with the relevant vancouver.ca link and social media links, once these are live.

Best,

Paul



City of Vancouver
Vancouver Police Department
Information bulletin
May 16, 2025

City and Vancouver Police Department release preliminary report:
Joint Review of Outdoor Special Events Planning and Safety

The City of Vancouver and the Vancouver Police Department (VPD) have initiated a joint review of planning processes and safety protocols for City permitted special events in outdoor public spaces, following the tragic events after the Lapu Lapu Day Block Party on April 26, 2025.

The joint review consists of a [Preliminary Report \[LINK\]](#), released today, which will be followed by a Final Report later this summer. Today's Preliminary Report focuses on three key areas:

- Section One outlines in detail how the City currently supports special events organizers, coordinating a multi-agency effort involving multiple City departments, police, fire and a range of external agencies and partners.
- Section Two examines how the prescribed special event planning process was applied to the 2025 Lapu Lapu Day Block Party. Based on the documents reviewed, the report suggests that the standard special event planning process was followed, all the requirements were met, and the planning process included all the relevant partners.
- Section Three outlines preliminary immediate and potential future changes that can be implemented to ensure special events remain safe in the future. For example, new mobile vehicle barriers will be used at select special events based on specific criteria to reduce the risk of vehicle-related incidents, whether accidental or intentional.

The City and VPD will issue a Final Report that will expand on these areas as new information becomes available. The Final Report will also provide a more in-depth analysis of key themes, including:

- A deeper analysis of existing regulations, policies, and procedures for planning outdoor special events.
- Recommendations for regulatory or procedural changes to address intentional and unintentional vehicle incursions.

- Considerations for broader public realm design and management to enhance public safety.

The Final Report will be issued to the public no later than August 27, 2025.

The Province's related Commission of Inquiry report on public event safety is due on June 30, 2025, and is expected to provide additional guidance on enhancing event safety. That guidance will be a consideration for the final City and VPD report and will inform future event planning.

Link: [Joint Review of Outdoor Special Events Planning and Safety: Preliminary Report](#) [LINK]

For the latest information on the City's response and available support and resources, please visit: vancouver.ca/lapulapu.

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Media contacts:

City of Vancouver

media@vancouver.ca

Vancouver Police Department

media@vpd.ca

Paul Mochrie (he/him)

City Manager

City of Vancouver

paul.mochrie@vancouver.ca



The City of Vancouver acknowledges that it is situated on the unceded traditional territories of the x m k y m (Musqueam), S wxwú7mesh (Squamish), and s lilw ta (Tsleil-Waututh) Nations.



JOINT REVIEW OF OUTDOOR
SPECIAL EVENTS PLANNING AND
SAFETY
PRELIMINARY REPORT

Prepared for:

VANCOUVER CITY COUNCIL
VANCOUVER POLICE BOARD

Prepared by:

CITY OF VANCOUVER
VANCOUVER POLICE DEPARTMENT

May 15, 2025

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STATEMENT OF CONDOLENCES

The City of Vancouver and Vancouver Police Department extend our deepest condolences to the families of the victims and to all those impacted by the tragic incident following the Lapu-Lapu Day Block Party on Saturday, April 26, 2025. Our thoughts are with everyone affected during this difficult time and as we move forward together.

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EXECUTIVE SUMMARY

As a result of the tragic incident at the end of the Lapu-Lapu Day Block Party (LLDBP) on April 26, 2025, the City of Vancouver (COV) and the Vancouver Police Department (VPD) have launched a joint review of planning processes and safety protocols for COV permitted events on outdoor public spaces. This joint review will consist of two reports: (1) this Preliminary Report, and (2) a Final Report to be completed no later than August 27, 2025.

Preliminary Report: Scope

The intent of this Preliminary Report is to provide information that is currently available on the following:

1. The outdoor special event planning process in Vancouver;
2. The event planning leading up to the 2025 LLDBP; and
3. Current and planned special events' safety measures and potential modifications.

Sources of information for Sections 1 and 2 include available documentation on planning requirements, submissions, and approvals.

1. The outdoor special event planning process in Vancouver

The outdoor special event planning process is comprehensive and involves all the necessary entities to oversee and help facilitate a successful event. All safety-related considerations are taken into account, including traffic control, sanitation, security, crowd dynamics, and other event-specific-risk factors. It is notable that the COV and the VPD were contributors to the Province of British Columbia's Major Planned Events Committee's 2014 document titled "British Columbia Major Planned Events Guidelines".

2. The special event planning leading up to the 2025 LLDBP

As evidenced by the substantial amount of documentation reviewed to inform this preliminary review and associated details provided in the body of this report, planning for the LLDBP appears to have followed the prescribed event planning process and involved all of the necessary entities.

3. Current and planned special events' safety measures and potential modifications.

In addition to the existing information sharing practices between the COV, VPD, and VFRS, following the Incident all agencies are working from a shared database of upcoming planned events and are considering any further safety enhancements, with appropriate consideration given to the Incident, for upcoming events.

On February 20, 2025, the VPD approved the purchase of mobile vehicle barriers that could be deployed at upcoming events. The barriers were delivered on May 15, 2025, which included an introduction to the devices for COV and VPD staff. Training will be scheduled and documented.

The Province of British Columbia's Commission of Inquiry report on public event safety is due on June 30, 2025, and should provide additional guidance on enhancing event safety. That guidance will be a consideration for both the Final Report and in COV and VPD future event planning.

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1. OVERVIEW

As a result of the tragic incident at the end of the LLDBP on April 26, 2025, the COV and the VPD have launched a joint review of the COV-permitted outdoor special event planning process and safety protocol. The objectives of the joint review are:

- To describe Vancouver's current integrated special event planning and risk assessment processes for outdoor events held in the public realm;
- To establish an account of the 2025 LLDBP and the April 26, 2025 incident (Incident);
- To review existing outdoor special event-related policies and business practices, including those for risk mitigation and public safety;
- To identify immediate short and long-term actions to enhance safety and mitigate the threat of intentional and unintentional vehicle incursions; and
- To provide both Preliminary and Final Reports to Vancouver City Council, the Vancouver Police Board, and the public.

The joint review will consist of two reports: (1) this Preliminary Report and (2) a Final Report to be completed no later than August 27, 2025. The terms and scope of the Final Report are provided in the Terms of Reference (TOR), which can be found in the Appendix A of this Preliminary Report.

The intent of this Preliminary Report is to provide information that is currently available on the following:

1. The outdoor special event planning process in Vancouver;
2. The special event planning leading up to the Incident; and
3. Current and planned special events' safety measures and potential modifications.

The Final Report, as described in the TOR, will expand upon the above list as new information becomes available and will provide a more detailed analysis on themes such as but not limited to:

- An overview of existing regulations, policies, and procedures for outdoor special events;
- Recommendations for regulatory or procedural changes to address intentional and unintentional vehicle incursions; and
- Considerations for broader public realm design and management to enhance public safety.

2. THE OUTDOOR SPECIAL EVENT PLANNING PROCESS IN VANCOUVER

How does an event organizer apply for a Special Event Permit?

The COV provides comprehensive information on its public webpage regarding the steps event organizers need to follow in order to obtain a permit from the COV, when the organizer is seeking to have an event on a public space, such as a street, sidewalk, or plaza.

The [Organize an event on a street, sidewalk, or plaza | City of Vancouver](#) webpage directs an organizer to first review the COV's *Special Event Permitting Handbook* and the COV's *Special Event Policy*. The webpage also provides the following six-step process that an organizer needs to consider and follow in order to obtain a special event permit:

Step 1 – Determine the type of event and where and when it will occur

A. Determine the type of event.

- Will it be large or small?
- Will it be a block party?
- Will alcohol or food be served?
- Will anything be sold?
- Is the event a charitable or non-profit event?
- Will the event be loud?
- Will it be across multiple days?
- Is it across multiple sites or routes (like a parade or run)?
- Is it on False Creek or navigable waterways?
- Will it have fireworks?

B. Determine where the event will be located.

- Street, sidewalk, or other public property.
- COV property.
- Public plaza or pop-up plaza.
- A Vancouver park - The Vancouver Park Board has its own set of guidelines and fees. If the event includes a park, the organizer is to review the steps to hold an event in a park.
- Private property but has a public impact.
- Multi-site or route events (like parades or runs).

- Navigable waterways - Navigable waterways are any waterways on which motorized and non-motorized watercraft can operate. This generally refers to salt water areas including False Creek, English Bay, and the Vancouver Harbour.
 - Vancouver Public Library - The plazas outside the main branch of the Vancouver Public Library can be used for events, rallies, and public demonstrations.
 - Port of Vancouver (Vancouver Fraser Port Authority) - Vancouver Fraser Port Authority has jurisdiction over the Port of Vancouver. Organizers are to contact the Port of Vancouver's Operation Centre, whose responsibilities include marine patrols, ship inspections, event planning, permitting of dangerous goods, and the provision of navigational and safety advice.
- C. Determine if the event will require waste and recycling services and equipment, bike racks, water fountains, and/or water wagons for rent.
- Organizers are encouraged to make the event more sustainable with the COV's Green Events Planning Guide. The organizer is responsible for leaving the event area clean and litter-free. The organizer needs to determine how waste will be managed at the event (e.g., hire the COV, a business, or do-it-yourself).

Step 2 – Review the Special Event Permitting Handbook to obtain:

- Information on how to apply.
- Approval timelines.
- Potential costs.
- Rules or restrictions on dates or types of activities.

Step 3 – Review what resources are available to help create the event

- The COV awards over \$11 million to non-profit arts, cultural organizations, and artists through a variety of arts, culture, and community arts grants.
- The COV offers multiple ways of promoting arts, culture, and community activities and events.
- Certain special events, particularly events with unrestricted free public access and are non-commercial in nature, may qualify to have a portion of COV operational service costs shared with the COV as part of the COV FestShare program. These may include costs related to sanitation, traffic control, and public safety (a maximum of 75% of certain costs, up to \$75,000, may be available to qualified events).

Step 4: Gather required information and documents

A. Determine if permits are needed.

- Food, alcohol or cannabis.
 - Selling or serving food at the event requires a temporary food permit from Vancouver Coastal Health.
 - Selling or serving alcohol or cannabis at the event requires a permit from the BC Liquor and Cannabis Regulation Branch.
 - Vancouver Coastal Health has requirements for washrooms, water service and garbage disposal related to operating a temporary food booth or alcohol service location.
- Building and development permits.
 - Building permits are required for a variety of structures, for example:
 - Bleachers (grandstands) higher than 2 metres (6 feet).
 - Gantries higher than 2 metres and/or over a roadway.
 - Stages higher than 1.2 metres (4 feet) or larger than 40 square metres (430 square feet).
 - Tents larger than 60 square metres (645 square feet) or closer than 3 metres (9-10 feet) apart, totaling more than 60 square metres (645 square feet) in area.
 - Development permits may be required for large, complex events or events of a longer duration.
- Fireworks (pyrotechnics)
 - Halloween fireworks require a permit to possess or discharge, and can only be discharged on private property. The fireworks permit is available only in late October and is issued by Vancouver Fire and Rescue Services (VFRS).
 - Display fireworks (public fireworks) and pyrotechnic special effects (sporting or other public events) are regulated by the federal government and must be:
 - Approved by VFRS before the event, and,
 - Installed and discharged by a pyrotechnic special effects technician certified by Natural Resources Canada. The pyrotechnic special effects technician or special effects company can help with this process.
- Marine event.
 - All organized activities on the water require a marine event permit from the Port of Vancouver (through the Operations Centre). There is no charge for a marine event permit.

B. Review insurance requirements.

- The minimum insurance requirements for special events or activities on COV and Park Board property or for use of any COV or Park Board facility is a minimum coverage limit of \$2,000,000 commercial general liability insurance against third-party claims for bodily injury, death, property, and loss of use.

C. Develop plans (large events may need the following plans):

- Traffic management plan (TMP).
 - Any special event that is on city streets needs to meet traffic control standards. These standards are:
 - Set by the BC Ministry of Transportation and Infrastructure and the BC Motor Vehicle Act.
 - Monitored by the COV.
 - Enforced by WorkSafe BC.
 - The COV reviews traffic control plans and traffic management plans. WorkSafe BC may require additional traffic control documentation for construction or special events.
- Transportation plan.
 - Transportation plans are often added into a traffic management plan as an appendix but can be a stand-alone document if the event does not have a TMP.
 - The transportation plan needs to describe:
 - The plans for moving people to and from your event.
 - Any extra pressure anticipated on the transportation system (TransLink, SkyTrain, roadways, etc.), and how the event organizer plans to handle it.
- Neighbourhood impact plan.
 - Neighbourhood impact plans describe the steps that must be taken to minimize the impact on the area around the event.
 - The plan needs to describe the steps taken to minimize the impact on the neighbourhood surrounding the event. One of those steps must be to notify residents and/or merchants affected by the event.
- Safety plan.
 - Safety plan describing:
 - Risk assessment process.
 - Mitigation strategies in planning and the strategy.
 - Contacts.

- Steps to respond to isolated incidents (for example, lost child or injured attendee) and large emergencies (for example, event stop or evacuation).
- The plan should include:
 - On the first page, a key event organizer contact list.
 - The steps in communication internally and externally (as needed) to handle an incident or emergency at the event.
 - COV staff may require more information depending upon the complexity of the event and impact to regional/civic emergency services. The event organizer is responsible for providing information to the satisfaction of COV staff.
- Greenhouse gas emissions calculator.
 - As a part of the event application, it is mandatory to complete a greenhouse gas emissions form to demonstrate the environmental impact of the event.

Step 5: Understand fees and deposits

- Application fees.
 - If streets, sidewalks, or plazas PLUS a park is in the event plan, the event organizer will have to apply and pay an application fee to the Vancouver Park Board.
- Deposits.
 - A deposit will be required if the event requires:
 - Temporary parking.
 - Police assistance.
 - Other COV Engineering-Operations services.
 - This deposit must be provided at least four weeks before the event.
 - Most costs associated with the event will be charged to the deposit. However, other permits may be required and services needed (like ambulance and transit). These fees are payable to each individual organization or branch.
 - The COV will work with internal service providers to provide an estimate of expected or known costs.
 - Charges may exceed the estimate if:
 - Documents used for estimating are submitted late.
 - Event plans are changed after initial estimates are provided.
 - An event runs late.
 - Equipment is lost or stolen.

- There are safety concerns that require additional equipment or personnel.
- Organizers of unapproved events or of events that exceed the permit conditions will be billed for any COV costs (like police and engineering) incurred as a result.

Step 6: Apply for a permit and wait for a review by COV staff

- For a low complexity event, review requirements and apply for a low complexity event permit.
- For a medium or high complexity event:
 - Review online tutorials.
 - Register and apply for a medium or high complexity event permit.
 - Pay fees (if applicable).
- COV staff will contact the event organizer within one week to discuss the application.

What happens after a Special Event Permit application has been submitted?

Event Complexity Assessment and EOPS Review

After a Special Event Permit application has been submitted, the application proceeds to the COV's Film and Special Events (FASE) office. A FASE staff member is assigned to review the application which includes confirmation of the event complexity classification. All events regardless of complexity are distributed for information to the VPD's Emergency and Operational Planning Section (EOPS) via a Notification of Special Event Application document. That document is reviewed by EOPS to initially assess whether there should be a dedicated deployment of VPD police officers at the special event. This initial assessment includes actions such as, but not limited to, researching the event's history (if that exists), open-source searches, communicating with the organizer, and speaking with other VPD or COV staff who may be familiar with the event and/or organizer, to assess the potential for event-specific risks that may require a dedicated police deployment.

If EOPS' initial assessment indicates that a dedicated police officer deployment is required, then EOPS will be in contact with FASE and the organizer to inform them of that. EOPS then begins the process of determining how many police officers are required. That determination is based on but not limited to the following risk considerations:

- Event location: Is it on private property? Is it in the public domain? Will traffic in the area be affected? Is there a TMP and, if so, which category? Does the TMP need Traffic Authority or Constables versus private traffic controls?
- Event type or nature of the event: Is it a festival, a run, a family event, a concert, etc.?
- History of the event and previous crowd behavior: How was the crowd at previous events? Well behaved vs unruly? Were there many previous ejections of attendees who were

behaving inappropriately (for example, an event with a history of highly intoxicated attendees)?

- Geographic considerations: What is the ease of access? What else is around the location?
- Geopolitical or socio-economic considerations: Are there any conflicts or protests currently going on related to the event? Is the event making a political statement that could draw counter protests? Is there any information or intelligence that could affect the event?
- Expected crowd attendance?
- Capacity of venue or location?
- Type of venue - open air vs enclosed building?
- Is the venue fenced off?
- Is this a free or ticketed event?
- Is alcohol being served?
- Has there been private security hired?
- Is the organizer experienced or inexperienced with running events?
- Time of day and day of week.
- Time of year, such as winter or summer (nicer weather usually equates to larger crowds).
- Are other specialized resources needed such as the Public Safety Unit, Emergency Response Team, explosive sweeps by VPD Explosive Technicians, or other resources? and/or
- Will there be any high-profile people, dignitaries, or an Internationally Protected Person(s) attending?

EOPS reviews and considers these risk considerations to decide how many police officers are required for the event and that requirement is communicated to FASE.

For context, in 2024 EOPS handled 2,287 events requiring dedicated police deployment. These events include many events not permitted by FASE and ranged from concerts, parades, sports events, film production, marathons, etc. This figure does not include 986 additional events that required VPD Traffic Authority, or 937 protests or demonstrations that EOPS planned for in 2024.

In 2024, of a total of 785 Special Events applications received, FASE identified 167 Special Event applications to EOPS as medium and high complexity events, four of which were later cancelled. In general, applications are shared for EOPS' assessment or for information and of the 163 remaining applications, 83 applications were for EOPS' assessment, and 54 of those were determined to require a dedicated deployment of police officers. The remaining 80 applications were for EOPS' information only. FASE current operating practice is to send a Special Event Notification (a system-generated email to internal and external stakeholders with basic event details – this includes EOPS). It should be noted that these are only for Special Event applications for events taking place on COV property. Any events held on private

property, or that are approved by the Vancouver Parks Board, do not require approval from FASE.

Special Event Complexity Classification

FASE will determine a 'complexity' for the special event, meaning that an event can be categorized as 'Low', 'Medium', or 'High'. These categories are described on the COV website, as summarized below:

Low complexity event

- No street closures
- Event is at a neighbourhood plaza or plaza or public space
- No liquor or food service (except prepackaged food)
- No large structures such as tents or stages over four feet or more than 645 square feet
- Roads already closed to vehicular traffic

Medium complexity event

- May include a street closure of more than one block
- Experiential marketing activity
- Private events
- Parking for permitted park events
- May include liquor and/or food service, on-site prep, and sales
- Use of fire or propane

High complexity event

- Multiple road closures (more than one block or a route-based event)
- May include large structures, stages, or tents
- May include liquor and/or food service, on-site prep, and sales
- Use of fire or propane

For Low and Medium complexity events, FASE staff undertake a wide array of event planning tasks leading up to and including the day of the event, such as but not limited to:

- Initial scan of access points, site perimeter, potential conflicts (e.g., transit, parking, etc.);
- Draft a minimal TMP (if needed);

- Minor site design or route adjustments documented through internal coordination or phone/email follow-ups;
- As needed, a site walk scheduled 2-8 weeks prior with the organizer and key COV staff and first responder agencies;
- Confirm access control points, emergency lane clearance, and minimal infrastructure (e.g., barricades, signage);
- If needed, a pre-event confirmation with VFRS, VPD, and BC Emergency Health Services (BCEHS);
- Receive and review the Event Safety Checklist;
- Pending complexity categorization, a final Event Safety Plan is received, reviewed, and verified (with minor edits if needed); and,
- Morning-of, or day-before, site walk-through to verify perimeter and appropriate barrier deployment, emergencies access is maintained, and signage and wayfinding is in place.
- Final documentation includes reviewing submitted insurance and receiving a signed Letter of Agreement that outlines the terms and conditions, expectations, restrictions, etc.

Medium and High Complexity Special Event Oversight: The FEST Committee

Generally, if a special event is categorized as Low complexity, then the event's oversight by the COV stays with FASE. If the event is categorized as Medium or High complexity, then its oversight moves to another body known as the Festival Expediting Staff Team (FEST) Committee. However, each special event is assessed on a case-by-case basis, as some events that are categorized as Low may be overseen by FEST, while some that are categorized as Medium may stay with FASE. Some examples would include multiple low complexity events taking place on a stacked weekend (i.e., a weekend with multiple events and utilizing resources), lower complexity events taking place within close proximity to a higher complexity event, or an event that is known to have challenges such as high levels of alcohol consumption or disorderly conduct.

The FEST Committee comprised of agencies who have a role to play in supporting special events in Vancouver and includes representatives from the following COV departments and agencies:

- FASE (City of Vancouver)
- Traffic and Data Management Branch (City of Vancouver)
- Business and Liquor Licensing (City of Vancouver)
- Culture Services (City of Vancouver)
- VPD
- VFRS

- Vancouver Board of Parks and Recreation
- Vancouver Coastal Health
- BC Ambulance Service
- TransLink
- Coast Mountain Bus Company
- BC Liquor and Cannabis Regulation Branch
- Vancouver Fraser Port Authority
- Transport Canada

FEST Committee Oversight and Coordination

The FEST Committee reviews the event application and collaborates with the event organizer to address operational or public safety requirements or concerns. The FASE Public Safety Manager's role is to facilitate between FEST Committee agencies and the event organizer(s) when planning public safety measures for events.

For High complexity events, FASE staff, including the FASE Public Safety Manager, coordinates with FEST Committee agencies and other relevant stakeholders a wide array of tasks leading up to and including the day of the event, such as, but not limited to, the following:

- Conducting a comprehensive risk scan for stacked events impact, transit disruption analysis, identification of area conflicts or city-wide service bottlenecks, and record potential need for event support activation (if needed);
- Risk scores are logged by EOPS using their Hazard Risk Vulnerability Analysis (HRVA) event tool in order to provide information to first responders and to assist FASE in determining the level of public safety oversight and support needed for the event (such as an event control room, Incident Management Team activation, or Emergency Operation Centre (EOC) activation);
- Scheduling an initial FEST Committee meeting, which is mandatory for first responders (subsequent meetings of the Committee may also be mandatory on an as needed basis);
- Route-based access points are reviewed with EOPS, with a specialty traffic meeting scheduled with the event organizer (as needed);
- Discuss and document all public safety concerns or adjustments needed for emergency response with EOPS;
- Multiple site walks, as needed, to confirm the staging of the Incident Command Post (ICP), the lost-person area, first aid points, parking bans, transit reroutes, and to finalize crowd management infrastructure;

- Emergency ingress/egress lanes are marked and enforced;
- Receive and review the Event Safety Checklist submitted by the event organizer;
- Final Event Safety Plan is submitted by the event organiser and accepted by FASE Public Safety Manager;
- Confirm the real-time monitoring plan;
- Mandatory final “good to go” meeting with event organizer, FASE Public Safety Manager, and first responders;
- Pre-deployment checklist is reviewed for barriers, signage, ICP readiness, scribe function, and enforcement presence; and
- Live incident tracking occurs, critical decision logs are maintained, and real-time adjustments are made (as needed).

Special Events Safety Measures: Costs and Cost Sharing

A City of Vancouver Fest Share program was established in 2019 to support events on COV property by covering some portions of the COV’s operational costs.

- For events that are open to the public and take place on COV property, the COV offsets the first \$1000 of the COV’s operational costs.
- For free events that are open to the public and take place on COV property, the COV will offset up to an additional 75% of the COV’s operational costs (up to \$75,000).

Depending on the size and scale of the event, COV operational costs may include event-related services such as sanitation, traffic operations and signage, by-law enforcement, VPD traffic and crowd control, VFRS event supports and other administrative costs.

Additional Special Events Planning and Coordination

Beyond the specific planning for a particular special event, there are also Advanced Planning Unit (APU) meetings that are facilitated and chaired by the FASE Public Safety Manager. Hosted on a monthly basis, the APU is a multi-agency meeting that has multiple objectives:

- Retrospective on past event operations, learnings
- Forward look at upcoming high-complexity events and during high-density timeframes, operational overview for monitoring and coordination. Discussions generally include event readiness, risk assessment and any enhanced coordination need.

APU meeting invitations are extended to the following:

- CoV: FASE, TDM, Park Board, Sanitation, Communications, Street Activities, City Protective Services, Risk Management, Vancouver Emergency Management Agency
- VPD, VFRS, BCEHS, Health Emergency Manager BC, Vancouver Coastal Health
- CMBC, BCRTC-Translink, Transit Police, Canada Line

Special Event Planning Process Summary

The purpose of this Section was to explain the current process that exists in Vancouver for special event organizers who are seeking to apply for and receive a permit for their event when the event is to be held on a street, sidewalk, or a plaza and the associated multi-agency oversight considerations for when events or circumstances are deemed to be medium or high complexity.

The process is comprehensive and involves all of the necessary agencies to oversee and help facilitate a successful event. All safety-related considerations are taken into account, including traffic control, sanitation, security, crowd dynamics, and other risk factors.

It should be noted that the COV and the VPD were contributors to the Province of British Columbia's Major Planned Events Committee's 2014 document titled "British Columbia Major Planned Events Guidelines". These Guidelines "observe current best practices where they exist" and are intended to complement "existing emergency plans, policies and regulations, and to be used as an overview and reference tool for Local Authorities, communities, event organizations (including producers/planners) and other groups with a vested interest in major planned events." COV uses this document as a resource within the established special event permitting process.

The joint COV-VPD Final Report will provide any other new and additional information about the process and will review existing outdoor special event-related policies and business practices, including those for risk mitigation and public safety.

3. EVENT PLANNING FOR THE 2025 LAPU-LAPU DAY BLOCK PARTY (APRIL 26)

History of the Lapu-Lapu Day Block Party (LLDBP)

2025 was the second LLDBP with the inaugural event occurring on April 27, 2024. For the planning and review of the 2024 LLDBP, EOPS was notified of the event through the standard FASE Special Event Application process. EOPS reviewed the 2024 application and determined that dedicated police was not needed for safety or traffic: there was no alcohol or cannabis being served, as it was promoted as a family-friendly event; no information or intelligence was received of any threats; there was no impact on any major streets. The TMP was reviewed by EOPS, VFRS, BCEHS, COV Traffic Data Management. While the event was considered a medium complexity event in 2024 due to the event being primarily on EasyPark lots, lanes, and a small portion of school grounds, it was deemed to be low risk for any major public safety incidents.

The 2024 event took place in the EasyPark parking lots behind the west-side stores of Fraser Street, from East 43rd Ave to East 48th Ave. There was an estimate of 50,000 attendees in 2024. There were basketball games at the gym of John Oliver High School, along with cultural, music, and dance performances. Attendees could access art installations and murals, family-friendly activities, and educational programs. The 2024 LLDBP featured Filipino food and market vendors, and showcased many Filipino organizations, sponsors, community organizations and nonprofits from across Vancouver.

2025 LLDBP Event Planning

The process to obtain a permit for the 2025 LLDBP began immediately after the conclusion of the 2024 event. The organizers wished to expand the “footprint” of the event by:

- Expanding to use of the laneway, immediately west of, and parallel to, Fraser St., by one block ending at East 49th St.;
- Expanding the use of East 43rd St. up to St. George St.; and
- Expanded use of the John Oliver Secondary School property.

The following is a chronology of key milestones in the event planning process for the 2025 event:

1. Permit Application was completed and submitted on May 6, 2024.
2. The Application was submitted with a Complexity level stated as High, with an expected attendance of 100,000 people.
3. FASE completed a ‘Completeness Check’ and a review by a supervisor on September 4, 2024.
4. A Special Event Notification (system-generated email to internal and external stakeholders with basic event details) was distributed on October 7, 2024.

Early Planning

5. Mid-January 2025:
 - Organizer sent operational overview to FASE; and
 - Initial scan was completed by FASE for other city project conflicts and preliminary traffic planning.

Mid-Planning

6. January 22, 2025, the Draft TMP is submitted to FASE by event organizer.
7. February 5, 2025, FEST Committee meeting:
 - EOPS attended and had no concerns with the draft TMP and did not recommend dedicated police deployment; and
 - A follow-up call occurred between FASE and EOPS which confirmed that there were no additional concerns.
8. On January 31 and February 21, 2025, Route-Based Event Reviews were conducted by FEST Committee public safety agency staff representatives.
 - Even though these meetings were focused on route-based events and LLDBP was not a route-based event, attendees did discuss LLDBP and no formal concerns were identified.

9. On February 25, 2025, the FASE Public Safety Manager requested a site walk with the VFRS, private security hired by the event organizer, and the event organizer.
10. FASE confirmed the 2025 Safety Plan incorporated minor revisions based on the experience of the 2024 LLDBP, such as:
 - Additional parking restrictions in nearby streets for emergency vehicle access; and,
 - Identifying the need for an Incident Command Post (ICP) at the event site so that emergency responders have a designated location to quickly mobilize resources should an issue arise.
11. Early March 2025, FASE organized first responder coordination and confirmed actions and responses with first responders:
 - A location was identified for an ICP location; and
 - Confirmation of the parking removal strategy for emergency access on narrow roads.

Final Document Submissions

12. On April 2, 2025:
 - The Event Safety Checklist was received by FASE; and
 - FASE Public Safety reviewed the Event Safety Checklist and completeness was confirmed.
13. On April 3, 2025, COV Traffic Operations was provided with the work order to install the required TMP equipment for the event on April 26, 2025 by 6:00 am. The equipment and plan includes standard sawhorse barricades, road signage denoting traffic pattern changes, and locations for hired flaggers.
14. On April 7, 2025, the event organizer submitted the Final 2025 Event Safety Plan to FASE.
15. On April 10, 2025, the COV issued a Temporary Street Occupancy Permit to the event organizer.
16. On April 17, 2025, the VFRS approved the site map for both COV and private property.
17. Throughout April 2025, there were continuous operational communications between the event organizer and FASE, to refine and verify the details included in the Event Safety Checklist.

Event Week Execution

18. On April 22, 2025, FASE issued a Traffic Advisory (a standard City-wide notification).
19. On April 23, 2025, the event organizer confirmed the Neighborhood Notification Letter had been distributed.

20. On April 23, 2025, a signed Letter of Agreement (the terms and conditions, expectations, restrictions, etc) was received from the organizer.
21. On April 24, 2025, the necessary insurance documentation was submitted by the event organizer and received and accepted by FASE.
22. On April 25, 2025, FASE sent all permits and a stamped TMP to the organizer.
23. On April 25, 2025, the Permit was issued and printed.

The day of the LLDBP

24. The LLDBP approved permit indicates that on April 26, 2025:
 - The event set-up would begin at 6:00 am;
 - The event would begin at 11:00 am; and
 - The event would end at 8:00 pm.
25. On April 26, 2025 (Morning Walk-Through by the FASE Public Safety Manager)
 - Final on-site verification to ensure sawhorse style barriers matched mapped locations;
 - COV Bylaw was requested for parking enforcement in some instances.

The Vehicle Incursion Incident

On April 26, 2025, at approximately 8:14 pm, 14 minutes after the event's official end time, a vehicle entered the event area. This resulted in the death of 11 people and injuring many more. At the time of writing, the BC Prosecution Service has charged Kai-Ji Adam Lo, 30, of Vancouver, with eight counts of second-degree murder. The charge assessment is ongoing.

2025 LLDBP Planning Process Summary

The purpose of this Section is to chronicle the key planning activities and milestones for the handling of the 2025 LLDBP special event application and the multi-agency review and planning undertaken by the COV, VPD, partner agencies and the event organizer to enable issuance of the Special Event Permit.

Based on the review of planning documentation, it appears that the standard event planning process was undertaken with all requirements met, and that the planning process was comprehensive and involved all the necessary agencies to oversee the process to issue the Special Event Permit for the 2025 LLDBP.

4. CURRENT AND PLANNED SPECIAL EVENTS' SAFETY MEASURES AND POTENTIAL MODIFICATIONS

The tragic loss of life and injuries as a result of the Incident necessitates that public bodies, such as the COV and the VPD, review processes and practices in order to identify and implement any effective modifications to project public safety at special events. Such efforts also may help alleviate heightened public concerns about the safety of events.

Vehicle Incident Prevention and Mitigation (VIPM) tactics

Incidents of vehicular incursions (unintended incidents and intentional attacks) across the globe have resulted in heightened mitigation planning by law enforcement across many jurisdictions. Many major police agencies across North America deploy forms of Vehicle Incident Prevention and Mitigation (VIPM) tactics at mass gatherings to protect the public and mitigate the risk of intentional or accidental vehicle-based incidents. Such tactics include Heavy Vehicle Barriers (HVBs), Light Vehicle Barriers (LVBs), physical barricades (such as sawhorse style barricades), and enhanced deployment of police officers.

The VPD and the COV have jointly deployed VIPM strategies since 2016, using a range of tactics including: physical barricades; HVBs such as dump trucks; LVBs such as vans, trucks, or police vehicles and; deployment of police officers. These VIPM strategies are necessary and are deployed, relative to the risk assessed threat of a specific event, to fulfil the VPD's and the COV's public safety mandates.

Public Safety stakeholders led by VPD direct where HVBs are required for special events, and FASE and COV Engineering-Operations currently fund and staff the deployment of the HVBs, utilizing various groups to deploy the barriers including Engineering Operations teams, Traffic Operations, and FASE staff.

In 2024, of the 785 special events applications received by FASE, 10 special events were assessed to require HVB deployment and the majority used four or fewer HVBs. The other permitted special events deployed other VIPM tactics based on their lower risk profile.

Mobile Vehicle Barriers

Vehicle barrier devices have evolved since the implementation of the strategies noted above, specifically with the advent of Mobile Vehicle Barriers (MVBs). MVBs are designed to mitigate such risks while offering mobility, ease of deployment, and robust security.

In January 2025, EOPS contacted FASE to discuss the use of HVBs and consider other long-term barrier alternatives such as MVBs. The VPD and COV piloted the Meridian Archer Vehicle Barrier (MAVB) system at the 2025 Lunar New Year Chinatown Parade. Similar to other MVBs, the MAVB system is a modular steel system. Weighing 700lbs each, crash-tested and reusable after impact, the MAVBs do not require hydraulics or electricity and can be deployed by one person. The modular system is designed for versatile street closures and a variety of configurations to ensure perimeter security while maintaining necessary access for emergency vehicles and pedestrians.

All staff involved found it an efficient, practical, and an effective system to deploy (see image below).



On February 19, 2025, EOPS met with FASE and the Office of the City Manager's staff to discuss EOPS' proposal for the acquisition of the MAVB system. COV leadership was in agreement that such systems were appropriate to pursue, and FASE was requested to develop a business case for COV acquisition of any additional MAVB systems. The business case was to be informed by the use of the systems proposed to be purchased by VPD (e.g., frequency of deployment, time to install).

On February 20, 2025, the VPD Executive Committee approved the purchase of two fully equipped MAVB trailers. Each trailer is equipped with eight barriers, a rolling access gate, and equipped to block one major intersection, replacing the need for up to two HVBs. The trailer system provides the VPD and COV with two 'ready-to-go' trailers for planned or short notice events. The total cost was approximately \$410,000CDN and was funded by the VPD.

The MAVB system was ordered on March 3, 2025 and arrived on May 15, 2025. After the Incident, the supplier expedited the loan of a number of sets of the MAVB systems that were deployed at the recent BMO Vancouver Marathon. Those loaned sets have been returned to the supplier.

More information on MVBs is anticipated to be provided in the Final Report.

Considerations for Upcoming Events

In addition to the existing information sharing practices between the COV, VPD, and VFRS, following the Incident all agencies are working from a shared database of upcoming planned events and are considering any further safety enhancements, with appropriate consideration given to the Incident, for upcoming events.

A diverse range of outcomes could arise from these additional reviews of upcoming events and from further decisions by event organizers. The following three events proceeded with different

approaches:

- On April 27, 2025, the Vancouver Sun Run proceeded as planned, following EOPS' confirmation that there were no additional risks. FASE confirmed with the event organizer their interest to continue with the Sun Run and supported the event to proceed as originally planned.
- The Vancouver BMO Marathon was held on May 4, 2025, and prior to the race, the security and safety plan was reviewed. A decision was made to bolster the current vehicle incursion strategies by adding two additional HVBs. Also, five sets of MAVBs, which allowed for the deployment of 40 barriers, loaned by the supplier to support the existing fencing and the LVB plan.



- The BC Buddhist Festival was held May 4, 2025 at Helena Gutteridge Plaza. The event organizers requested police presence at the event and asked for the Plaza's bollards to be in place during the event. Both requests were agreed to, including two police officers at the event.

On May 9, 2025, EOPS met with FASE, VFRS, and staff from the Vancouver Park Board to discuss an approach for reviewing upcoming planned events' safety measures and any potential enhancements. Below are the themes this group discussed, which are being actioned:

Risk Evaluation Evolution

- Agreement in principle to use a shared list of events for each stakeholder to reference and advise what, if any, additional measures should be considered.
- Key initial criteria: Event location in relation to road type/use (e.g., main roads, adjacent to roadway, away from roads or drivable paths, etc.).

- Acknowledgment that in addition to the Incident, recent vehicle incursions in other jurisdictions have likely raised public concern and, as such, there may be an emphasis on the public concern of a future incident occurring versus the objective probability of it occurring.
- Secondary/tertiary factors such as (but not limited to):
 - Event history (e.g., gang presence);
 - Geopolitical factors;
 - Crowd size (participants and spectators);
 - Crowd/participant make up (e.g., VIPs, Internationally Protected Persons, celebrities); and
 - Pre-existing mitigation measures in place or to be added.

The group will conduct regular assessments for upcoming events.

Data Collection

A shared spreadsheet is being updated with event risk factors such as (but not limited to):

- Location;
- Participant/spectator numbers;
- History/geopolitical risk;
- Mitigation measures;
- Risk assessment outcome; and,
- Spectator crowd size to be categorized (e.g., small, medium, large) with potential ranges.

Province of British Columbia (BC) Public Event Safety Review

On May 7, 2025, the Province of BC announced that former Chief Justice of the BC Supreme Court, Christopher Hinkson, has been appointed to serve as commissioner of the Commission of Inquiry into Community Events Safety in British Columbia. The TOR for the Commission states (amongst other terms):

“The terms of reference of the commission are as follows:

(a) to conduct cross-jurisdictional research into best practices for protecting and strengthening public security and safety at community events, including but not limited to best practices with respect to all of the following:

- (i) traffic control to, from and within event perimeters, including by motor vehicles and other forms of transportation and pedestrians;
- (ii) the security of event perimeters, including points of access to and exit

from community events;

(iii) the deployment of trained security personnel;

(iv) the engagement of first responders, including access to incidents within the event perimeter;

(b) to conduct research into both of the following:

(i) policies and procedures of local, regional, provincial, national and international policy-makers and community event organizers;

(ii) recommendations made by persons having experience and expertise with respect to public security and safety at community events;”

The Commission’s Report is scheduled to be completed by June 30, 2025, and it is anticipated that the Commission’s findings will be useful in enhancing future event safety. The COV and the VPD will consider and apply any findings as required for future events.

Summary of Current and Planned Special Events Safety Measures and Potential Modifications

The purpose of this Section is to provide information on the current and planned actions taken for event planning with the goal of ensuring all reasonable measures to ensure safety are being implemented. The COV, VPD and VFRS established a shared list of upcoming planned events and are collaborating on further safety enhancement considerations with heightened public concerns in mind.

On February 20, 2025, the VPD purchased MAVB systems that could be deployed at upcoming events. The purchased MAVB systems arrived on May 15, 2025. The supplier expedited the loan of MAVB sets that were deployed at the recent BMO Vancouver Marathon and then returned to the supplier.

The Province of British Columbia’s Commission of Inquiry report on public event safety is due on June 30, 2025, and should provide useful guidance on enhancing event safety. That guidance will be a consideration in COV and VPD future event planning.

5. CONCLUSION

In the interest of conveying timely information to the public, this Preliminary Report sought to provide: (1) information about the process of outdoor special event planning in Vancouver; (2) information about the event planning of the 2025 LLDBP and (3) information about the approach to reviewing event safety measures that are underway in light of the Incident.

The upcoming Final Report will expand on this Preliminary Report, examine best practices in relation to current practices, and consider the findings of the BC Commission of Inquiry.

Vancouver is a vibrant city with approximately 744,800 residents located within a much larger region comprised of approximately 3 million residents. As the largest city within the province, Vancouver is a main hub for businesses, commuters, visitors, cultural events, demonstrations, protests, and other regional or magnet events. As a result, Vancouver has a functional population that greatly exceeds its residential population. During peak times, there are at least 1 million persons in Vancouver – far more than the official resident population. The COV and the VPD will continue to prioritize efforts to protect the safety of future special events and preserve the contribution that these events make to Vancouver as a vibrant and dynamic city.

Appendix

Terms of Reference

Review of event planning processes and safety protocols following the April 26, 2025, mass casualty incident ("Incident") at the Lapu-Lapu Day Block Party ("LLDBP") site.

1. Purpose

This document establishes the terms of reference for the joint review between the Vancouver Police Department ("VPD") and the City of Vancouver ("COV") concerning the planning, approval, and oversight of COV-permitted outdoor special events in Vancouver, with specific attention to the tragic incident at the end of the LLDBP on April 26, 2025.

2. Scope of Review

Note: To protect the integrity of the criminal investigation and judicial proceedings, this review will not address any aspect relating to the criminal investigation or post-incident response.

A. Event Planning Process Between VPD and COV

- Outline the COV's Festivals, Events, Special & Temporary (FEST) planning framework for event organizers and the collaborative inter-agency assessment model (i.e., COV, VPD, Vancouver Fire and Rescue Services (VFRS), Vancouver Park Board (VPB), Vancouver Coastal Health (VCH)), including the COV Film and Special Events Office ("FASE") and Vancouver Emergency Management Agency (VEMA).
- Identify when and how each agency becomes engaged in the event permitting and planning processes such as safety planning.
- Provide data on:
 - a) The number of outdoor special events permitted through the COV's FEST process annually in Vancouver.
 - b) The estimated number of attendees at annual permitted special events.
 - c) The proportion of permitted events which require: Traffic control barriers such as Heavy Vehicle Barriers (HVBs), VPD or private security presence.
 - d) Any other relevant data.

B. Summary of the LLDBP incident

- Document the planning process for the 2025 LLDBP:
 - a) Overview of the 2024 LLDBP.
 - b) Timeline and details of the event application, assessment, and approval for the 2025 LLDBP.
 - c) Risk Assessment informing the event rating or risk level (threat assessment) assigned to the LLDBP.
- Chronicle the events of April 26, including:
 - a) LLDBP start time, location, and physical layout (e.g., street closures, food trucks).

- b) Scheduled end time and intended wrap-up sequence.
- c) Intentional vehicle incursion.

C. Current and Planned Safety Modifications

- Identify immediate actions taken by the VPD and COV since the incident to enhance safety at upcoming FEST permitted events.

D. Detailed Analysis

- Further questions are anticipated to be addressed in the final report, including:
 1. Overview of existing regulations, policies, and procedures for special events.
 2. Assessment of compliance with those frameworks during the planning for the LLDBP.
 3. Recommendations for regulatory or procedural changes to address intentional and unintentional vehicle incursions.
 4. Considerations for broader public realm design and management to enhance safety.
 5. Discussion of community standards regarding police presence at community events, to balance public safety versus the perception of special events being held in a “police state”.
- Note that these questions may be added to or revised as the preliminary report is completed and the review progresses.
- Note that due to operational sensitivities, information around specific police deployments or police tactics may be generalized.

3. Methodology

- Collection and analysis of internal and public documents to describe the COV FEST planning framework for event organizers and the collaborative inter-agency assessment model (i.e., COV, VPD, VFRS, VPB, VCH), including the COV FASE and VEMA.
- Collection and analysis of internal documents and events permits to describe the LLDBP event planning considerations and provide a basis of analysis within the context of the LLDBP incident.
- Key partner engagements with COV staff, VPD, emergency services and event organizers.
- Comparative review of the best practices from other jurisdictions for mitigating risk and impacts of intentional and unintentional vehicle incursions.
- Any other relevant information and consultation.

4. Deliverables

- Preliminary Report: To include sections A–C, dependent on information and data availability by May 15, 2025.
- Final Report: To incorporate a full analysis of sections A-D, no later than August 27, 2025.

5. Roles and Responsibilities

- VPD will coordinate the delivery of the joint Preliminary Report, in consultation and partnership with the COV.
- The approach to coordinating the work on the Final Report will be confirmed in the following weeks.

6. Timeline

<u>Milestone</u>	<u>Target Date</u>
• Preliminary Report	May 15, 2025
• Final Report	No later than August 27, 2025

7. Communication

- Preliminary and Final reports will be provided to Vancouver City Council, Vancouver Police Board, and released publicly through joint communication by the COV and the VPD.