



VANCOUVER POLICE DEPARTMENT

ADMINISTRATIVE REPORT

REPORT DATE: 14 April, 2010
BOARD MEETING: 21 April, 2010
BOARD REPORT # 1029
Regular

TO: Vancouver Police Board
FROM: Inspector Rick McKenna
Emergency and Operational Planning Section
SUBJECT: Estimate of Staffing for the 2010 Stanley Cup Playoffs

RECOMMENDATION(S):

The cost for this extraordinary policing need is not included in the 2010 police budget. This report is submitted for the information of the Police Board and any action they deem appropriate.

POLICY:

NIL

PURPOSE:

The City of Vancouver is host to a vast number of events each year. People from throughout the lower mainland are drawn to the City to experience the variety of entertainment available at these events. The recent 2010 Olympics and the accompanying Gold Medal Hockey Game saw the largest crowds in Vancouver's history come to the area of Granville and Robson Streets to celebrate.

A number of these celebrations can be categorized as regional events rather than civic in that the majority of the people attending are residents of other parts of the lower mainland rather than Vancouver. The citizens of Vancouver represent only 27% of the population of the region. Yet this small number of citizens is forced to pay for the policing of large regional events without the financial assistance of other municipalities. We have begun planning for a series of events that will draw people from around the region to the City.

The Vancouver Canucks appear to be poised on a playoff run. A consequence of a successful local sports franchise is that large numbers of fans gather together and celebrate wins or commiserate losses during the playoffs. Vancouver witnessed this going back as far as 1994. Lower mainland residents tend to gather on Robson Street or the Downtown Entertainment District in Vancouver and a visible police presence is required to assure the safety and security of these citizens.

Other Canadian jurisdictions have had similar issues during the Stanley Cup playoffs. Both Calgary in 2004 and Edmonton in 2006 had problems with celebratory crowds in their downtown entertainment districts after playoff games. Both cities deployed enormous police resources into the area of these celebrations and were able to maintain reasonable control of the situation. A major difference between these two cities and Vancouver is that the people in the crowds were primarily citizens of the city rather than regional citizens as is our situation.

Operational deployment to manage the crowds must be at a level that ensures the safety of the public and VPD members. The cost for policing any playoff run can not be anticipated in the yearly operational budget because it would be speculative at the time of budget development. However, by the use of reports from the 2002 - 2003 seasons as well as referring to the 1994 "Riot Review Report", the need for crowd management can be forecast.

BACKGROUND:

Crowds gathering to show support for local sports teams are not a new phenomenon, this has been occurring for decades. However there have been significant changes in the nature of these crowds, specifically an unfortunate change in the attitude of the people who join in the crowds.

Our local experience really began in the playoff run of 1994 when the Canucks were able to win their way to the Stanley Cup final. In the first two rounds of the playoffs the celebrations were relatively short, loud and harmless. As the playoffs progressed the crowds became larger and more vociferous. During the Stanley Cup final people came from throughout the lower mainland to gather on Robson Street.

After the Canucks loss in game 7 of the final a very large crowd gathered on Robson Street. A number of minor events occurred that escalated the negative feelings in this large group. Several physical confrontations occurred and the crowd dynamic changed. The 1994 Stanley Cup Riot ensued.

This event was reviewed and studied and a number of reports were issued. Many recommendations were made. One of the principal recommendations directed that a highly visible and active police presence be dedicated in the area of this type of event prior to the crowd gathering. The belief is that a large visible police presence is a deterrent to those members of the crowd that attend to cause problems.

During the 2004 playoff run the Calgary Police Service deployed their members in a manner similar to what we have done in past years and are proposing to use this year. They deployed significant resources increasing in size each round. They peaked at deploying approximately 350 members during the Stanley Cup finals. Calgary was unable to provide a total cost for this deployment but advises that the CCU component of the deployment cost \$1.2M. It can be estimated that their total cost was likely double that amount given the number of members deployed.

In 2006 Edmonton also followed this deployment model and peaked at about 300 members for the finals. Their total cost was \$2.1M.

Vancouver's most recent experience with the playoffs came in 2004, 2007 and 2009. In 2004 the Canuck's were eliminated in round two. It was noted that the crowd gathering downtown

during round two was larger than the downtown crowd late in round three of 1994. The phenomenon of gathering in one location to celebrate or commiserate seemed to have grown significantly in the interim. This problem is exacerbated for games on Fridays or Saturdays when the bars and nightclubs downtown have the later closings.

In 2007 the Canuck's were again eliminated in round 2. During this playoff run the crowds were not as numerous as in 2004 and did not remain in the celebration areas for as long. Our actual cost for policing the celebration areas in 2007 was \$238,203. In 2009, the Canucks were again eliminated at the end of round two. Interestingly, the emergence of 72nd Avenue and Scott Road in Surrey and Fraser Way in Abbotsford as alternate gathering locations occurred, which spread the problem out. We saw smaller crowds in Vancouver as a result.

Given the success of the 2010 Olympics, we do not anticipate that alternate locations will occur this year but that people will again congregate in the Granville/Robson Corridors.

With our local experience of crowd behaviour and building on the experience of both Calgary and Edmonton it is plain that we must deploy police resources to provide safety and security to those citizens that attend to celebrate responsibly while dealing swiftly with those who are intent on causing problems. Our most recent experience allows us to reduce our deployment from the 2007 levels while still allowing us to respond appropriately.

DISCUSSION/IMPLICATIONS/ALTERNATIVES

Cost Estimate:

The following outlines the estimated cost for policing the 2010 hockey playoffs based on the current 2010 rate of pay for members at a straight overtime rate. The 2010 overtime rates are:

Constables (100% rate)	\$75.78 per hour
Sergeants (125% rate)	\$94.72 per hour
Inspector (160% rate)	\$121.24 per hour

This estimate is based on the assumption that each series will go the maximum seven games. All costs are based on a 5 hour shift; hockey games are normally 3 hours in duration. One factor that would influence shift length would be if the games took place on a Friday or Saturday when premises in the Downtown entertainment district remain open late. Fan reaction will be monitored on a game by game basis and may necessitate an increase in the deployment levels.

The deployment levels for round 3 and 4 are designed to ensure that there is a visible police presence in the downtown core prior to and during the arrival of celebratory fans. In 1994, an estimated 70,000 descended on Robson and Granville Streets and the immediate area after each game.

Included in the estimate is a cost for the RCMP Tactical Troop to attend and assist the VPD CCU at our request. This potential cost is an estimate only and is to cover any overtime costs incurred by the RCMP in providing the assistance.

Members assigned to GM Place for home games will be cost recoverable and are NOT included in this estimate.

Round 1 (This is the Preliminary Round)

Round 1 Games

Squad	NCO/PC's	COST
Bicycle squad	1/7	\$3,125.90
Robson & Granville foot patrols	1/9	\$3,883.70
Command	0	N/A
EOPS	1/1	\$852.50
Investigative Members	0	N/A
ECOMM	0	N/A
Rental van	0	N/A
Sub-total / Per Game		\$7,862.10
Estimate total for games 1,2 & 3		\$23,586.30

Round 1 Series Deciding Games

Squad	NCO/PC's	COST
Bicycle squad	1/7	\$3,125.90
2 Robson & Granville foot patrols	2/18	\$7,767.40
Command	1 Insp.	\$606.20
EOPS	2	\$852.50
Investigative Members	0	N/A
ECOMM	0	N/A
Rental vans	0	N/A
Sub-total / Per Game		\$12,352.00
Estimate total for games 4,5,6 & 7		\$49,408.00

Potential Round 1 Cost

\$72,994.30

Round 2 The Games

Round 2 Games 1, 2 & 3

Squad	NCO/PC's	COST
Bicycle squad	1/7	\$3,125.90
Robson & Granville foot patrol	1/9	\$3,883.70
Command	0.	N/A
EOPS	2	\$852.50
Investigative Members	0	N/A
ECOMM	0	N/A
Rental vans	0	N/A
Sub-total / Per Game		\$7,862.10
Estimate for games 1,2 & 3		\$23,586.30

Round 2 Games 4, 5, 6 & 7
(Series deciding games)

Squad	NCO/PC's	COST
Bicycle squad	1/7	\$3,125.90
2 Robson & Granville foot patrols	2/18	\$7,767.40
Command	1 Insp.	\$606.20
EOPS	2	\$852.50
Investigative Members	0	N/A
ECOMM	0	N/A
Rental vans	0	N/A
Sub-total / Per Game		\$12,352.00
Estimate total for games 4,5,6 & 7		\$49,408.00

Potential Round 2 Cost

\$72,994.30

Round 3

Round 3 Games 1, 2 & 3

Squad	NCO/PC's	COST
2 Bicycle squads	2/14	\$6,251.80
2 Downtown Foot Patrol	2/18	\$7,767.40
Traffic	4	\$1,515.60
Command	1 Insp.	\$606.20
EOPS	2	\$852.50
Investigative Members	2	\$757.80
ECOMM	1	\$750.00
Rental vans	2	\$200.00
Sub-total / Per Game		\$18,701.30
Estimate for games 1,2 & 3		\$56,103.90

Round 3 Games 4, 5, 6 & 7
(Series deciding games)

Squad	NCO/PC's	COST
2 Bicycle squads	2/14	\$6,251.80
4 Downtown Foot Patrol	4/36	\$15,534.80
Traffic	1/6	\$2,747.00
Command	1 Insp.	\$606.20
EOPS	2	\$852.50
Investigative Members	2	\$757.80
ECOMM	1	\$750.00
Traffic Authority Members	10	\$1800.00
Rental vans	2	\$200.00
Van Drivers (kiosk)	2	\$700.00
Sub-total / Per Game		\$30,200.10
Estimate for Total Games 4,5,6 & 7		\$120,800.40

Potential Round 3 Cost

\$176,904.30

Round 4, The Stanley Cup Final

Round 4 Games 1, 2 & 3

Squad	NCO/PC's	COST
2 Bicycle squads	2/14	\$6,251.80
4 Downtown Foot Patrol	4/36	\$15,534.80
Traffic	1/6	\$2,747.00
Command	2 Insp.	\$1,212.40
EOPS	1/3	\$1,610.30
DOC	2	\$700.00
Investigative Members	1/3	\$1,610.30
ECOMM	2	\$1,500.00
Van Drivers (kiosk)	2	\$700.00
Traffic Authority	10	\$1,800.00
Rental vans	2	\$200.00
Sub-total / Per Game		\$33,866.60
Estimate for games 1,2 & 3		\$101,599.80

Round 4 Games 4, 5, 6 & 7

Squad	NCO/PC's	COST
2 Bicycle squads	2/14	\$6,251.80
4 Downtown Foot Patrol	4/36	\$15,534.80
Traffic	1/9	\$3,883.70
Command (Public Order and CCU)	3 Insp.	\$1,818.60
EOPS	1/3	\$1,610.30
DOC	3	\$1,200.00
Investigative Members	1/5	\$2,368.10
ECOMM	2	\$1,500.00
Fleet Van Drivers (kiosk)	6	\$2,100.00
Traffic Authority	20	\$3,600.00
CCU Supervision	16 Sgt's	\$7,577.60
CCU Constables	100	\$37,890.00
RCMP Tactical Troop	100	\$50,000.00
Rental vans	6	\$600.00
Sub-total / Per Game		\$135,934.90
Estimate for games 4, 5, 6 & 7		\$543,739.60

Potential Round 4 Cost

\$645,339.40

It can be anticipated that any plan for the final deciding game, which could be any of Games 4, 5, 6 or 7 would include a CCU component. This cost is included in the estimate provided above. The estimated cost for Crowd Control Unit deployment alone is as follows:

Breakdown of the Crowd Control Unit Component Cost

Squad	NCO/PC's	COST
Command	2 Insp	\$1,212.40
Supervision	16 Sgt's	\$7,577.60
Unit	100 PC's	\$37,890.00
Vehicle Rental	2 Buses	\$200.00
Sub-total / Game		\$46,880.00
Total for games 4,5,6 & 7 of the Series Final		\$187,520.00

In the event the Canucks remain in the Playoffs to the final Championship round, and each series goes to a game 7, the potential cost to police for crowd management of the resulting celebrations are estimated at:

\$968,232.30

***Note: This would be the minimum cost of the deployment. The costs may rise based on fan reaction, however this extra cost may be reduced should one or more of the series end in fewer than seven games. We can predict that the crowds in this "post-Olympic" sport celebratory atmosphere will be larger than most years. We anticipate that should the large crowds arrive in the early round of the playoffs we may need to increase the deployment to that of the latter rounds earlier than in previous years.**

CONCLUSION:

This proposed deployment plan can be described as our minimum recommended deployment. Many of the proposed squads in the later rounds would be staffed through mandatory callouts.

Given that the attendees to this somewhat spontaneous event come primarily from other parts of the lower mainland it would seem fair that the cost for policing the event should be shared. The Board has, in the past, approached the City to write to the Provincial Government for financial support to address this deployment, and may wish to do so again.

Author: Rick McKenna Telephone: 717-3075 Date: April 14, 2010

Submitting Executive Member (signature): _____

Date: _____

This report has been prepared in consultation with the sections/divisions listed below, and they concur with its contents.

Concurring:

_____	Date: _____
_____	Date: _____
_____	Date: _____