



VANCOUVER POLICE DEPARTMENT

Vancouver Police Department 2011 Stanley Cup Riot Review

September 6, 2011

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Executive Summary

On June 15, 2011, British Columbia's National Hockey League team, the Vancouver Canucks, played their seventh and final game of the Stanley Cup Finals against the Boston Bruins. The level of local and regional interest in the current Canucks team was unprecedented and likely exceeded the public interest in any event in BC's history, including the Canucks' Cup Final years of 1982 and 1994, as well as the 2010 Winter Olympics Men's Hockey Gold Medal Game.

The Canadian Broadcasting Corporation (CBC) and the City of Vancouver had created "fan zones" through their Live Site where crowds gathered to watch the game on large screens. Until Game 7, despite challenges, the Vancouver Police Department (VPD) policed the series effectively for 24 playoff games and facilitated a safe environment. However, on June 15, there were approximately 55,000 people watching the game in the Live Site and another crowd that peaked at 100,000 people wandered Granville Street as well as the streets and laneways near the Live Site. The crowds were massively larger than what was expected and the level of intoxication and general belligerence was higher than that seen in previous games.

This was the first game where individuals came downtown with the intent to start a riot. In the final minutes of the game, fights broke out, bottles were being thrown at the screen and cars were overturned and set on fire. It is generally accepted that the riot broke out at the Live Site location on Georgia Street. Most public attention and media coverage seems to have been focused in this area; however, what is not as commonly known is that a concurrent riot broke out at the intersection of Nelson and Granville Streets. Members of the public and police officers were assaulted by rioters and significant property damage and loss occurred. It is unusual for a sports-related riot to have two simultaneous flashpoints and this fact could not have been anticipated. The fact that it did occur caused the VPD and its policing partners to respond to the riot on two fronts, thus stretching resources. The VPD, with assistance from other agencies in Metro Vancouver, controlled the situation in approximately three hours without serious injuries or loss of life to the police and the public.

This report will examine the events leading up to and during the events of June 15 at the VPD and the City of Vancouver. To develop a complete record of events, the VPD's Riot Review Team interviewed a total of 115 internal and external officers who were involved in Game 7 and the riot. Furthermore, a debrief questionnaire was developed to obtain the feedback of all officers, internal and external, who were directly involved with the events of June 15 and a total of 393 responses were received.

The following summarizes the key findings of this review:

1. The VPD provided a report to the Vancouver Police Board at the Board's meeting of March 16, 2011. This report explained deployment strategies and provided an estimated cost for policing the entire playoffs which included estimates if each playoff series went the maximum number of games. The report took into account factors such as: the number of home games versus away games; the number of weekend games versus weekday games; how many series deciding games were played; and, the impact of good weather versus poor weather.

This report was later revised, with operational details removed, and submitted to Vancouver City Council on April 19, 2011. However, these reports did not envision a Live Site component, nor could they have as that only became a reality deep into the playoffs. As the playoffs began and continued, Operational Plans were created and revised as required based on feedback from the front line officers. The VPD's Operational Plan for Game 7 anticipated that there would be

large crowds along Granville Street and even Robson Street and resources were dedicated to these important corridors. In effect, the VPD and its policing partners were policing a total crowd of approximately 155,000 that stretched over a large part of downtown Vancouver - one could say that downtown Vancouver was an outdoor stadium that held 155,000 people.

2. There was no political or bureaucratic interference in VPD operations and deployment decisions. The VPD's planning of the 25 playoff games involved discussions with the Police Board, Mayor, City Council, the City Manager, and members of the City Corporate Management Team. The VPD maintains a strong collaborative relationship with City of Vancouver event planning and management staff and there is a track record in the City of hosting many successful events, including the 2010 Winter Olympics. However, the decisions in relation to VPD operations, and the size and nature of the police deployments, were made by the VPD planners and command staff.

The much-discussed March 2011 VPD report submitted to City Council was an estimate of policing costs written for financial planning purposes. It was not a budget submission and the actual spending decisions were based on operational needs as the rounds progressed. The Board was regularly provided with information and updates on the policing of the playoffs. Updates were provided March 2, March 18, April 20, and June 15.

3. The VPD's "meet and greet" strategy is an appropriate and effective tactic that often reduces the need for officers to escalate to higher levels of force.

The VPD successfully policed the 2010 Winter Olympics (particularly the Men's Gold Medal Hockey Game) and 24 Stanley Cup playoff games in 2011 using this award-winning tactic. The strategy entails VPD officers being highly visible and interacting with the crowds to win their "hearts and minds". A frequent sight on Vancouver streets is a police officer "high-fiving" the public and posing for pictures. The VPD utilizes tactics that encourage law-biding people to behave in a safe and respectful manner.

While the "meet and greet" approach is sufficient most of the time, there have been occasions where gatherings of like-minded people will break the law, including situations where the police outnumber the lawbreakers – such as during the Black Bloc protests during the 2010 Olympics. Both the Toronto G20 conference and the 2010 Olympics had security budgets of approximately one billion dollars and still experienced large scale public disorder. While a riot occurred after Game 7, the "meet and greet" was a suitable tactic to use initially. It is appropriate to conclude that the subsequent higher level of police force, including the deployment of fully equipped Public Order/Tactical Troop officers and the use of pepper spray, tear gas and ARWEN rounds was justified, and that this higher level of force deployed was both an appropriate and reasonable escalation of force after the initial police presence and dialogue failed to prevent and quell the violence.

4. The overall size of the Game 7 crowd was much larger than expected. The final game drew approximately 55,000 people to the Live Site and another 100,000 people to the downtown area, which was at least five times the amount for Game 6 (also a Cup-deciding game). While the Live Site attracted many people, it was common knowledge by the final round that the Granville Entertainment District was the regional gathering place for post-game hockey

celebrations and became the entrenched post-game destination for tens of thousands of people from outlying areas.

5. The Game 7 crowd was primarily comprised of young intoxicated people, which is a difficult demographic to police. Large crowds can be managed safely, often with minimal policing requirements. Examples in Vancouver include the Sun Run, and the Santa Claus and Pride parades. But when an event attracts a large proportion of intoxicated, boisterous, and predominantly male young persons, there is a strong probability of bottle throwing, damage to property, fights, and assaults, which sometimes results in riotous behaviour.
6. Liquor interdiction in public spaces is difficult. The intense affinity for the Canucks (and many sports teams for that matter) is intertwined with a culture of drinking liquor or beer, and this is reflected in the promotions and advertising associated with sports. Licensed establishments (bars and restaurants) have rules and civil liability to consider and will usually self-police their patrons. However, public drinking is strictly up to the police to enforce. Officers have no authority to randomly or routinely search backpacks or possessions. Where police have exceeded their statutory authority to search to defuse the negative impact of drinking at large events, BC Civil Liberty Association complaints on random liquor searches have been upheld. The result is that clear directions are provided to police officers that they have to form reasonable and probable grounds or obtain informed consent before searching individuals suspected to be in possession of liquor to consume in public.

Despite security and fences at the Live Site, people passed alcohol over fence lines, hid it inside soft-drink containers and engaged in pre-game binge drinking after learning downtown liquor stores were closing early for Game 7. The Game 6 liquor store closures surprised many people who wanted to buy liquor to drink at the Live Site and enforcement statistics reflected the lower level of drinking. By Game 7, people who were determined to drink had counteracted this strategy and were pre-buying liquor in outlying areas. Though the riot was not caused by the existence of a Live Site, given the inherent difficulties in lawfully enforcing public drinking while concurrently attempting to ensure as peaceful event as possible, consideration should be given to the question, "How can we minimize consumption of alcohol at public events?"

7. The size of the Game 7 deployment was based on experience, information, and the professional judgment of VPD planning staff. There must be a clear distinction drawn between hindsight versus what was known prior to Game 7. After the Game 7 riot occurred, everyone agrees that more officers would have been helpful to quell the riot. Few credible analysts have asserted, even in hindsight, that more officers (that could plausibly have been deployed) would have prevented a riot given the massive size of the crowd. Prior to Game 7 there was no information that a riot would occur. There were:
 - no concerns were raised by planners, command staff, or other VPD officers that there would be a riot;
 - zero public phone calls made to the VPD;
 - no reports from school liaison or youth officers that youth were talking about a riot;
 - zero reports from outlying police jurisdictions, the Transit Police or other public safety partners that a riot was likely; and,
 - nothing appeared on social media sources on people organizing to riot.

Further, there was no information to suggest that more resources than were deployed for Game 5, a challenging night, or Game 6, which was relatively problem-free, would be needed to safely police Game 7. In fact, the number of VPD police officers planned for Game 7 exceeded the total number of VPD officers that policed the Entertainment Zones before, during and after the Men's Olympic Hockey Gold Medal Game.

The perception that there were no, or very few, officers at the Live Site at the start of or during the riot is incorrect. The VPD had a specific number of officers planned for deployment at the Live Site. As information came to the attention of Silver Command regarding the size of the crowd, and the already degenerating dynamic of the crowd, this planned deployment was supplemented by re-deploying officers from other areas. This re-deployment resulted in triple the number of officers that was originally planned for. Once the riot began, even more officers were re-deployed and this second re-deployment doubled the amount of officers already at the riot who were attempting to disperse the rioters and quell the riot.

Most of the police officers were not dressed and equipped in riot gear and, at various stages after the riot broke out, groups of officers temporarily exited from the location of the riot to change into their crowd control safety/riot gear. They then returned to the riot location to continue riot dispersal operations while allowing other groups of officers to put on their gear. This process is intentionally staggered to maintain an effective police presence while allowing police to prepare officers for riot dispersal. At no point was the riot at this location devoid of officers or were there very few officers. The sheer volume of people at the Live Site likely contributed to the misconception that there was a lack of police presence.

8. Riot instigators were joined and encouraged by thousands of people in participating in criminal acts. Several thousand people, many of who were previously consuming alcohol, and extremely excited by the situation, could be considered as "willing joiners" and they seamlessly linked with the "instigators" to loot and create mayhem. As the event wore on, some rioters concealed their identities with their already worn articles of clothing, used improvised weapons to cause a significant amount of property damage, or used already possessed weapons or bodily force to commit acts of violence. Tens of thousands of other people served as "cheerleaders" for the many thousands of rioters by taking pictures, encouraging them on, and providing a human shield for the law-breakers.

The 1994 riot review noted the impact of the TV news cameras on the behaviour of the people in the crowd. The 2011 riot can be distinguished as perhaps the first North American social media sports riot and the acting out for the cameras seen in the 1994 riot was multiplied many times more in the 2011 riot by the thousands of people cheering the rioters on and recording the riot with handheld cameras and phones.

9. Once the riot began, the VPD commanders, officers and policing partners controlled the riot in a relatively short time period. The June 15 riot was controlled in approximately three hours, about half the time it took to control the 1994 riot. This was despite the fact that the 2011 riot was much larger and involved simultaneous riots breaking out in several locations. No one was seriously injured or killed. The VPD commanders took steps to suppress the riot as soon as possible. The longer a riot lasts, the longer property damage and thefts can occur and the higher the likelihood of the members of the public and police officers being hurt or of a death

occurring. The commanders on the street respected that there were thousands of bystanders (including those cheering the rioters on) with varying degrees of complicity.

The regional “gold” command structure worked well. The purpose of this was to establish regional resources and reallocate if necessary. When it was clear that downtown Vancouver was going to be the problem area, the RCMP Lower Mainland District Tactical Troop was redeployed from Surrey to Vancouver, along with other regional resources.

Overall, officers who responded in the interviews or in the questionnaire said that they felt the VPD responded well to the riot, given the circumstances. In particular, officers commented on the effectiveness of the Public Safety Unit (PSU) and the assistance of the external agencies (both police and non-police) in bringing the crowd under control. The PSU’s training and preparedness, based on the best-practices model from the United Kingdom, were a very positive element in bringing the crowd under control as was the crucial assistance of the external agencies.

The outpouring of support from the general public and the many compliments from organizations like the BC Civil Liberties Association and the Vancouver Board of Trade is a testament to the public’s appreciation of the professionalism, courage, and restraint shown by the frontline police officers and their commanders. As an example of the restraint demonstrated by officers, to date, two public complaints have been received and only one of those was a conduct complaint about the riot, involving an allegation of an unjustified breach of peace arrest. This positive public reaction is in stark contrast to what has been experienced in other jurisdictions that have experienced large scale public disorder.

10. This internal review has identified several regional and internal VPD planning, deployment and equipment issues that need to be addressed. Better regional training and coordination, improved internal briefings, and consistent equipment among all police officers in the region will help the police be better prepared for the next riot.

The June 15 riot harmed many people. Businesses suffered economic losses, people were traumatized and injured, and people caught up in riotous behaviour have been publicized by the news media and social media with devastating consequences to their lives. A positive outcome was not only the outpouring of support for the police and other emergency services personnel, but how Vancouverites and law-abiding citizens across Metro Vancouver demonstrated their true spirit in the following days with a volunteer clean-up and the impromptu messages written on the plywood of the damaged businesses.

There are many lessons that have been learned from the riot and the following are worthy of serious discussion:

1. Do not have large scale public events with “festival seating/standing” that concentrate large crowds of young persons – particularly the young “hooligan” demographic – who have the propensity for public drinking in a small area. This creates problems in the crowds both inside and outside, especially when the entertainment is visible outside the venue (e.g., the City of Vancouver Live Site for the Stanley Cup); during the Olympics, such venues not only had high levels of security, they were shielded from outside viewing. Ticketing is one means of guaranteeing entrance for families, controlling capacity, and limiting overflow.

2. The monitoring of the CCTV cameras by both the City of Vancouver and the VPD in the command centres was very effective in enhancing public safety. The VPD has long supported the use of CCTV and the experience with the riot only further substantiates the validity of its use.
3. Have a strong plan to interdict liquor both locally and regionally, such as the VPD organized for the 2011 Celebration of Light fireworks events. Implement airport style screening for certain events, such as when using public transportation, to reduce illicit liquor possession. Regional partners must accept responsibility for this regional strategy because “downstream” interdiction is not sufficient; by the time many riot participants reached downtown, they were already intoxicated and/or had brought liquor to become intoxicated.
4. Increase liquor fines generally, and create a special category for increased penalties for liquor offences related to major public events. There must be a significant consequence for behaviour that has been demonstrated to be a key causal factor in riots.
5. Transit officials must recognize that there is a capacity issue in downtown Vancouver. If the City fills up, trains must be slowed down for inbound crowds, and other reasonable steps must be taken to mitigate the impact of more people being brought into downtown than can be safely managed, considering the nature of the event.
6. Police in the Vancouver region need more training and practice in working together on large regional events. A regional Gold Command infrastructure that addresses roles, responsibilities, authorities and planning should be created to address these issues.
7. Ensure that a “policy group” is activated and included in the VPD’s Operational Plan for large scale events for which the City of Vancouver’s Emergency Operations Centre and the VPD’s Gold/Silver Command centre are activated. Also, ensure that command staff are aware of the proper protocol for information dissemination and action.
8. When a public event in B.C. is classified as a “regional” event (the threshold and criteria to be determined), particularly one that is spontaneous, and is beyond the capacity of the jurisdictional police department/detachment’s crowd control resources, the provincial police should have sufficient funding to provide supplementary resources at no cost to the municipality, regardless of whether it is policed by an independent police service or the RCMP on contract. This is where the Provincial Government could provide assistance.

Finally, the VPD believes strongly in continuous learning and evaluation and, thus, endeavours to identify areas that could be made more effective within its organization in order to improve crowd management. With this goal in mind the report also identifies areas of internal improvement such as enhanced training, improving methods of delivering briefings and entrenching the need for regional policing plans where the event warrants it.

Statement of Intent

This final report was prepared by the Vancouver Police Department (VPD) to assess the events of June 15, 2011, when a riot broke out in Vancouver's downtown core after the conclusion of Game 7 of the Stanley Cup Finals. A preliminary report was provided to the independent reviewers, Mr. Doug Keefe and Mr. John Furlong, who were engaged by the Province of BC, the City of Vancouver and the Vancouver Police Board.

This report is aimed at locating the police response to the events of June 15 within the larger context of events at the VPD and the City of Vancouver leading up to and during the riot. The VPD believes strongly in continuous learning and evaluation and, thus, endeavours to identify areas that could be made more effective within its organization in order to improve crowd management. The VPD has a history of self-examination; for example, the Missing Women Investigation Review illustrated the VPD's willingness to be self-critical and accountable for its organizational and individual actions. This report is meant to be a continuation of that tradition of accountability and transparency.

Following the riot, the VPD created two riot review teams: the Integrated Riot Investigation Team (IRIT) and the Vancouver Riot Review Team ("Review Team"). Still operational at the time of writing, IRIT includes officers from other Lower Mainland police agencies that assisted the VPD during the riot and is responsible for handling all aspects of the criminal investigations of those involved in the riot. The Review Team was tasked with reviewing the planning process and the events of the night of June 15 to identify what went well and what needs to be improved to either reduce the probability of future sports-related riots occurring or to get a riot under control more quickly. This review is independent from the criminal investigations being conducted by the IRIT.

Methodology

The Review Team examined extensive internal documentation related to the planning for and the execution of those plans for the Stanley Cup Finals. In addition to documents from the City of Vancouver and internal VPD documents, the Review Team also gathered information from VPD employees who were directly involved with Game 7 and the riot to ensure that those who were working during the riot were able to share their thoughts on the successes and difficulties of that night through the use of a de-brief questionnaire. The Review Team received 393 responses to the questionnaire, including the responses to the external agency (including non-police) surveys. Planning staff, supervisors (such as NCOs), and commanding officers were also interviewed in detail to ensure the Review Team understood the issues and events as they occurred. Staff from the VPD and partner agencies (E-Comm, Liquor Inspectors, other police agencies, BC Ambulance Service) were interviewed for a total of 115 interviewees. In addition, contact was made with other police agencies around North America to gather information on best practices for crowd management in order to compare the training, tactics and practice of the VPD to further improve its capabilities.

Timeline of Key Events and Decisions

Date	Event or Action Item
Wednesday, April 13, 2011	<ul style="list-style-type: none"> Round 1 Game 1 - Operational Plan Draft Distribution Round 1 Game 1 - Home Game against the Chicago Blackhawks
Thursday, April 14, 2011	<ul style="list-style-type: none"> Round 1 Game 2 - Operational Plan Draft Distribution
Friday, April 15, 2011	<ul style="list-style-type: none"> Round 1 Game 2 - Home Game against the Chicago Blackhawks An internal memo is sent from Public Order Commander to the Emergency and Operational Planning Section (EOPS) where it is recommended that any Live Site is far away from Granville Entertainment District so as to limit the ability for people trying to commit criminal behaviour to hide amongst "true fans".
Saturday, April 16, 2011	<ul style="list-style-type: none"> Round 1 Game 3 - Operational Plan Draft Distribution
Sunday, April 17, 2011	<ul style="list-style-type: none"> Round 1 Game 3 - Away Game against the Chicago Blackhawks
Monday, April 18, 2011	<ul style="list-style-type: none"> Round 1 Game 4 - Operational Plan Draft Distribution
Tuesday, April 19, 2011	<ul style="list-style-type: none"> Round 1 Game 4 - Away Game against the Chicago Blackhawks
Wednesday, April 20, 2011	<ul style="list-style-type: none"> Round 1 Game 5 - Operational Plan Draft Distribution
Thursday, April 21, 2011	<ul style="list-style-type: none"> Round 1 Game 5 - Home Game against the Chicago Blackhawks
Saturday, April 23, 2011	<ul style="list-style-type: none"> Round 1 Game 6 - Operational Plan Draft Distribution
Sunday, April 24, 2011	<ul style="list-style-type: none"> Round 1 Game 6 - Away Game against the Chicago Blackhawks
Monday, April 25, 2011	<ul style="list-style-type: none"> Round 1 Game 7 - Operational Plan Draft Distribution
Tuesday, April 26, 2011	<ul style="list-style-type: none"> Round 1 Game 7 - Home Game against the Chicago Blackhawks
Wednesday, April 27, 2011	<ul style="list-style-type: none"> A Street Closure Planning Meeting is held with the VPD and City of Vancouver Engineering Round 2 Game 1 - Operational Plan Draft Distribution
Thursday, April 28, 2011	<ul style="list-style-type: none"> An Emergency Operations Centre Briefing Planning Meeting is held and the decision is made to start Emergency Management Contingency Planning. Round 2 Game 1 - Home Game against the Nashville Predators
Friday, April 29, 2011	<ul style="list-style-type: none"> Round 2 Game 2 - Operational Plan Draft Distribution
Saturday, April 30, 2011	<ul style="list-style-type: none"> Round 2 Game 2 - Home Game against the Nashville Predators
Monday, May 02, 2011	<ul style="list-style-type: none"> Round 2 Game 3 - Operational Plan Draft Distribution
Tuesday, May 03, 2011	<ul style="list-style-type: none"> Round 2 Game 3 - Away Game against the Nashville Predators
Wednesday, May 04, 2011	<ul style="list-style-type: none"> Round 2 Game 4 - Operational Plan Draft Distribution
Thursday, May 05, 2011	<ul style="list-style-type: none"> Round 2 Game 4 - Away Game against the Nashville Predators
Friday, May 06, 2011	<ul style="list-style-type: none"> Round 2 Game 5 - Operational Plan Draft Distribution
Saturday, May 07, 2011	<ul style="list-style-type: none"> Round 2 Game 5 - Home Game against the Nashville Predators
Monday, May 09, 2011	<ul style="list-style-type: none"> Round 2 Game 6 - Away Game against the Nashville Predators
Tuesday, May 10, 2011	<ul style="list-style-type: none"> City of Vancouver begins discussions with the Province regarding having a Live Site at Robson Square via email. The VPD was not included on this email chain at this point.
Wednesday, May 11, 2011	<ul style="list-style-type: none"> City of Vancouver management states that they would like to have a Live Site at Robson Square despite the VPD not being likely to support the idea. City of Vancouver managers state that if the Province provided security it would not be an issue. EOPS was copied on this email chain.
Friday, May 13, 2011	<ul style="list-style-type: none"> The Corporate Management Team meets to discuss the City of Vancouver partnering with the CBC for a street activation. Food carts are also discussed.
Sunday, May 15, 2011	<ul style="list-style-type: none"> Round 3 Game 1 - Home Game against the San Jose Sharks
Tuesday, May 17, 2011	<ul style="list-style-type: none"> Round 3 Game 2 - Operational Plan Draft Distribution
Wednesday, May 18, 2011	<ul style="list-style-type: none"> Round 3 Game 2 - Home Game against the San Jose Sharks
Thursday, May 19, 2011	<ul style="list-style-type: none"> Round 3 Game 3 - Operational Plan Draft Distribution
Friday, May 20, 2011	<ul style="list-style-type: none"> Round 3 Game 3 - Away Game against the San Jose Sharks
Saturday, May 21, 2011	<ul style="list-style-type: none"> Round 3 Game 4 - Operational Plan Draft Distribution
Sunday, May 22, 2011	<ul style="list-style-type: none"> Round 3 Game 4 - Away Game against the San Jose Sharks
Monday, May 23, 2011	<ul style="list-style-type: none"> Round 3 Game 5 - Operational Plan Draft Distribution
Tuesday, May 24, 2011	<ul style="list-style-type: none"> Round 3 Game 5 - Home Game against the San Jose Sharks
Wednesday, May 25, 2011	<ul style="list-style-type: none"> EOPS has a conference call with the City of Vancouver regarding potential Live Site. A City of Vancouver manager stated that all the potential Live Sites were being examined.

Date	Event or Action Item
Thursday, May 26, 2011	<ul style="list-style-type: none"> A Contingency Planning Meeting is held. The VPD expresses concern with the crowd at the CBC Live Site. It is agreed that the VPD is to work with the Special Events Office on the logistical issues that arose at the CBC Live Site. In the same meeting the VPD notifies other partners that it has begun to enlist the help of other police agencies to control liquor coming into Vancouver. The other agencies stated that were doing the best they could, but they also had their own Live Site to police.
Friday, May 27, 2011	<ul style="list-style-type: none"> The Corporate Management Team meets to discuss Live Site logistics and security. It was decided that VFRS, the VPD, and City of Vancouver Engineering would coordinate traffic and crowd management efforts. The City of Vancouver agreed to implement recommendations from the VPD Executive regarding fencing and limited access points to the Live Site. The City of Vancouver Special Events Office, and VFRS, hold a Live Site meeting
Sunday, May 29, 2011	<ul style="list-style-type: none"> A City of Vancouver manager sends out an email to advise EOPS and others of a meeting on Monday, May 30, 2011 to discuss the creation of a second Live Site for home and away games in Round 4. The 700 Block Granville was specifically identified.
Monday, May 30, 2011	<ul style="list-style-type: none"> The VPD holds an internal meeting with members of the VPD Executive and EOPS present. Matters of Live Sites, Granville Entertainment District (GED) safety, terrorist threats, resources for Game 1 of Round 4, liquor closures, media strategies, deciding game resources, regional resources, and a victory parade were discussed. Numerous meetings between City of Vancouver and VPD EOPS occur throughout the day. There is discussion on the use of fencing and ticketing. The City of Vancouver agrees that fencing is required; however, the City of Vancouver determined that ticketing is unrealistic given the timeline. At a City of Vancouver FEST meeting, it is decided that newspaper boxes and bus shelters will be removed. Also, concerns are raised with regards to the use of 4 foot fencing. Other logistics of where port-a-potties and vendors were to be located is discussed. VPD EOPS notified through e-mail from a City of Vancouver manager that bag checks to enter the Live Site are not to be thorough. They are to be targeted on suspicious characters and backpacks that were likely to contain alcohol.
Tuesday, May 31, 2011	<ul style="list-style-type: none"> Round 4 Game 1 - Operational Plan Draft Distribution Press release from City of Vancouver including a quote from the VPD stating that the VPD would be doing a meet and greet VPD EOPS is made aware of the Canada Place Live Site through email from a City of Vancouver Manager. Discussion between the VPD Executive and City of Vancouver regarding security, fencing and capacity for the site. The City of Vancouver acknowledges that VPD intelligence shows that the crowd likely to attend the Live Site will be more rowdy than the Olympic crowds seen in 2010.
Wednesday, June 01, 2011	<ul style="list-style-type: none"> Emergency Operations Centre (EOC) Activated Round 4 Game 1 - Home Game against the Boston Bruins A City of Vancouver Contingency Planning Meeting occurs and it is acknowledged that the VPD's responsibilities include restoring order, engaging in traffic and crowd control, and investigating criminal activity. VPD EOPS is sent a copy of the City of Vancouver's Stanley Cup 2011 Evacuation Plan for Round 4. This document outlines the responsibilities of the VPD in the event a site is ordered evacuated. VPD Departmental Operations Centre (DOC) Activated EOC Activated Round 4 Game 1 - Home Game against the Boston Bruins
Thursday, June 02, 2011	<ul style="list-style-type: none"> The VPD holds meeting with VPD Executive, VPD EOPS, and other police agencies in the region. During this meeting, Game 1 is recapped, the use of regional resources is discussed, and the potential of asking for provincial funding is discussed. It is also mentioned that the draft parade route, incorporating a number of jurisdictions has been completed. The VPD Executive holds a Game 1 de-brief meeting and distributes the minutes to VPD EOPS, Public Affairs, and others within the VPD. VPD EOPS has a conference call with the City of Vancouver to discuss the issues of fencing at the Live Site, ticketing access to the Live Site, and parking permits and the tip-over risk that vehicles parked near the Live Site pose.

Date	Event or Action Item
Friday, June 03, 2011	<ul style="list-style-type: none"> Round 4 Game 2 - Operational Plan Draft Distribution
Saturday, June 04, 2011	<ul style="list-style-type: none"> EOC Activated VPD DOC Activated Gold Command Activated Round 4 Game 2 - Home Game against the Boston Bruins
Sunday, June 05, 2011	<ul style="list-style-type: none"> Round 4 Game 3 - Operational Plan Draft Distribution The VPD is notified about the change of venue for the 700 Granville Live Site. It will now be located at 300 Georgia Street. The venue was changed after discussion between VPD and City of Vancouver about the issues experienced during Game 2. The VPD Executive and VPD EOPS both state that the new location is much better than the 700 Granville Live Site.
Monday, June 06, 2011	<ul style="list-style-type: none"> Canada Place estimates that they had thousands watching Game 2 at their site; they request assistance from the City and enquire about closing the street. VPD EOPS indicate that they have two TA's that could be used for Canada Place. A City of Vancouver manager states that the City does not want another Live Site and thus does not want to have Traffic Authority present. The City of Vancouver acknowledges the VPD's request regarding the time that buskers must stop and when parked vehicles (including vendors and media trucks) must move. EOC Activated VPD DOC Activated Round 4 Game 3 - Away Game against the Boston Bruins
Tuesday, June 07, 2011	<ul style="list-style-type: none"> Round 4 Game 4 - Operational Plan Draft Distribution
Wednesday, June 08, 2011	<ul style="list-style-type: none"> EOC Activated VPD DOC Activated Round 4 Game 4 - Away Game against the Boston Bruins
Thursday, June 09, 2011	<ul style="list-style-type: none"> Round 4 Game 5 - Operational Plan Draft Distribution The VPD Executive makes the decision to continue with assertively enforcing laws related to public liquor consumption and to collect stats for the purpose of making the case for closures for Games 6 and 7.
Friday, June 10, 2011	<ul style="list-style-type: none"> EOC Activated VPD DOC Activated Round 4 Game 5 - Home Game against the Boston Bruins
Saturday, June 11, 2011	<ul style="list-style-type: none"> VPD participates in a meeting with City of Vancouver Engineering regarding security adjustments at the Live Site.
Sunday, June 12, 2011	<ul style="list-style-type: none"> Round 4 Game 6 - Operational Plan Draft Distribution VPD Deputy Chief has a teleconference with the Province and other parties to discuss the impact that alcohol is having during the playoffs.
Monday, June 13, 2011	<ul style="list-style-type: none"> Liquor stores are closed early at the request of the VPD by the Province of BC. VPD EOPS is notified by the City of Vancouver that, once again, there will be no buskers allowed on the streets after 1900 hrs. EOC Activated VPD DOC Activated Gold Command Activated Round 4 Game 6 - Away Game against the Boston Bruins
Tuesday, June 14, 2011	<ul style="list-style-type: none"> There is an email between VPD EOPS and a City of Vancouver manager with regards to the fencing around the Live Site for Game 7. Discussions take place regarding how to ensure pedestrian flow around the Live Site is not impeded. Round 4 Game 7 - Operational Plan Draft Distribution
Wednesday, June 15, 2011	<ul style="list-style-type: none"> EOC Activated VPD DOC Activated Gold Command Activated Round 4 Game 7 - Home Game against the Boston Bruins

Introduction

On June 15, 2011, British Columbia's National Hockey League team, the Vancouver Canucks, played their seventh and final game of the Stanley Cup Finals against the Boston Bruins. The seven game series had been filled with highs and lows for the favoured Canucks. Media attention was intense and thousands of fans had been enjoying each of the games of the Finals in the downtown core. The CBC and the City of Vancouver had created "fan zones" through the creation of Live Sites where crowds gathered to watch the game on large screens. However, on the 15th of June, there were approximately 155,000 people crowded into downtown Vancouver. There was a different feeling to the crowd than had been present in past games, which had been building all afternoon. Though not the first large crowd that had gathered downtown to watch the Canucks' games and previous crowds had been generally well-behaved, this was the first game where some individuals appeared to have come downtown with a desire to cause problems. In the final minutes of the game, some people in the crowd began to turn violent. Very quickly, the situation in the downtown area became riotous and the police were left to manage the situation. The VPD, with assistance from other police agencies in Metro Vancouver, was able to disperse the crowd and control the riot within a few hours.

The events of the riot left a scar on Vancouver and many citizens were outraged that such a thing could happen here. Even while the riot was still going on, citizens were posting pictures and videos of the events happening downtown. Almost all condemned the actions of the rioters and, soon, Internet pages were developed to help the police identify those who caused property damage and to identify those involved in the riot. Hundreds of people from Vancouver and the surrounding region came out the next day to help clean up the mess left behind, clearly demonstrating that Vancouverites do not condone the behaviour of the rioters. Moreover, numerous citizens identified people in photos and videos on the Internet and forwarded the information to the VPD for their investigation within hours of the riot. In fact, so many people were forwarding information that the VPD's website crashed for several hours. This response was unprecedented and continued in the weeks after the riot. Equally exceptional was the overwhelming public support of the police, something unheard of in riots worldwide.

No stranger to civil disobedience, Vancouver, and the VPD, have dealt with a number of riots over the last several decades. Some of the most notable (and well known) are the Gastown riot in 1971, Asia-Pacific Economic Cooperation (APEC) Summit Riot at the University of British Columbia in 1997 in which the VPD assisted the RCMP, the "Riot at the Hyatt" in 1998, the Guns N' Roses Riot in 2002, and, by far the most talked about, the Stanley Cup Riot in 1994. Hundreds of smaller protests and acts of civil disobedience as well as larger celebrations such as the Celebration of Light and Canada Day each year have shaped the way that the VPD handles large crowds. In the 17 years since the 1994 riot, there have been no incidents on this scale (including the three listed above since 1994); a testament to the skill of the VPD crowd management officers and the leadership of those in command.

Prior to 2011, the most significant sports-related public disorder event in Vancouver's history was the 1994 Stanley Cup Riot, which has been well documented. By comparison, Boston suffered a riot after the 2004 Boston Red Sox victory over the New York Yankees in the American League Championship Series. In Boston's case, a mostly celebratory crowd of people (estimated to be between 40,000 to 80,000) gathered around Fenway Park where some in the crowd began committing criminal acts of property damage and throwing objects at police. In an attempt to disperse the increasingly unruly crowd, Boston Police fired several rounds of less-lethal munitions into the crowd. One round struck a 21-year-old female university student in the head, tragically killing her.

In 2011, the City of Vancouver made the decision to celebrate the Canucks' appearance in the Stanley Cup Finals by planning for and providing viewing areas in downtown Vancouver so fans could enjoy the playoff experience. By contrast, Boston's Mayor and Police Department publicly discouraged citizens from gathering downtown and near their arena for Game 7, with such measures as: no viewing of Game 7 in the arena, blacking out windows to bars (to minimize crowds gathering outside), preventing citizens from entering bars after the conclusion of the second period of Game 7, and barricading the streets around the arena to prevent fans from congregating. Clearly, the approaches to the Stanley Cup playoffs by Vancouver and by Boston were markedly different.

The VPD has an authorized strength of 1,327 officers, serving a residential population of 642,843. Due to the fact that Vancouver is the core city within Metro Vancouver, during large regional events in Vancouver the actual population can swell up to 900,000; however, the number of police officers remains the same, unless the VPD requests that other agencies lend officers to the VPD. In fact, as the number of people in Vancouver rises dramatically during these events, other suburban municipalities see a net reduction in people. As a result of these experiences with large regional crowds, and certainly those of the 2010 Olympics, the VPD has become an organization known for best practices in crowd management.

Notably, the VPD has also been credited with changing the entertainment district on Granville Street from one of violence to one of positive enjoyment through the utilization of crowd management strategies and a "meet and greet" attitude beginning in 2007. In addition, the City of Vancouver also implemented a more pedestrian-friendly street design which complemented the strategies used by the VPD. The method of dealing with the issues in the entertainment district was the beginning of a major philosophical shift in the VPD from crowd control to crowd management. As a result, the strategies, tactics, training and equipment used by the VPD were adjusted to accommodate this new model. In 2009, the Institute of Public Administration of Canada (IPAC) in partnership with Deloitte recognized this initiative: the VPD was awarded a 2009 Silver Leadership Award for outstanding leadership to improve Canada through advancements in public policy and management. The success of this model in the Granville Street area is directly related to the achievements of the yearly Celebration of Light, the Olympic celebrations in 2010 (which, outside the venues, were managed entirely by the VPD), and the 2011 Stanley Cup Finals.

Crowd management is not the only area where the VPD has been willing to examine policing and societal issues. The VPD has done such work in many areas, and has demonstrated transparency, accountability, and leadership. A report on mental illness and policing, *Lost in Transition*, gained international recognition and brought forward positive change. A report highlighting the Downtown Eastside area of Vancouver, *Project Lockstep*, called for reform and collaboration among agencies working on the plight of the homeless and mentally ill in Vancouver. This report was recognized by the Province of British Columbia and action was taken to meet some of the recommendations it presented. Furthermore, the VPD produced a report, *Assessing Sentencing across Criminal Careers: An Examination of VPD's Chronic Offenders*, which showed that chronic offenders (who had over 100 convictions each) were receiving shorter custodial sentences after their 30th conviction. This has brought significant attention to the issue of sentencing and specifically, the sentencing of chronic offenders. These reports, as well as the more recent *The Truth about Gangs* and *The Tragedy of Missing and Murdered Aboriginal Women in Canada – We Can Do Better*, have gained significant attention by the criminal justice system and the public but more importantly have brought about change both within the VPD and in the justice system as a whole.

Stanley Cup Riot of 1994

The events of the 1994 Stanley Cup Finals were a frequent topic of conversation once the Vancouver Canucks made it to the later rounds of the 2011 Stanley Cup playoffs. While comparisons between 1994 and 2011 riots are important, all riots are different and caution must be exercised in comparing one with the other. The 1994 riot occurred primarily on Robson Street after the Canucks lost in Game 7 to the New York Rangers. Because the Canucks had not made it past the second round of the playoffs since 1994, many wondered if there would be a repeat of the events of 1994.

Thousands of people congregated in the downtown core of Vancouver to enjoy the seventh, and deciding, game of the 1994 series. The streets were largely empty at the start of the game as most people were watching the game inside bars and restaurants, but once the game ended people streamed onto the streets and into the downtown core. Many in the crowd were intoxicated and were openly drinking in the streets. There was also blatant hostility towards police. There were reports of people being overheard stating that they were going downtown to cause trouble because they were mad the Canucks lost.¹ The mood of the crowd was discernibly different from that seen during previous games in the hockey series. Though there were no specific gathering sites, people began congregating at the intersection of Robson and Thurlow Streets and the level of violence and property damage escalated as time passed. Incidents at the Pacific National Exhibition in the east side of the city meant that police resources were stretched across the two areas. The VPD's internal review of the events states that "although many arrests were made, the size (estimated between 40 and 70,000²) and behaviour of the crowd overwhelmed the police's ability to maintain order".³ Eventually, some police officers were trapped in the intersection with an increasingly hostile crowd around them. The VPD's Crowd Control Unit attended to rescue the surrounded officers and get them to safety. During the riot, two people were seriously injured; one was hit by a rubber projectile from an ARWEN, and another fell while attempting to walk across trolley wires (an incident largely believed to have been one of the causes of the riot). Tear gas was used to disperse the crowd. By approximately 0130 hrs, the violence had de-escalated to a point where officers could begin to be dispatched to regular service calls. However, officers were still dealing with looting, mischief, fighting and break-ins. By 0300 hrs, some officers were given the direction to stand down.

After the riot, an investigative team was created and operated for approximately four months. Criminal charges were recommended for more than 100 suspects by the time the team disbanded, though another 100 suspects were still actively being sought. Of the 106 people charged, 103 pleaded guilty and the other three were found guilty at trial. In addition to the more than one million dollars in property damage, hundreds of people were injured.

1994 Riot Recommendations

The BC Police Commission, the City of Vancouver and the VPD reviewed the events of that night and published reports with their findings and recommendations. The City of Vancouver's report posed questions for planners of future events to consider, and focused on prevention of similar incidents in the future from a community perspective (as opposed to a policing perspective). Both the Police

¹ British Columbia Police Commission. (October, 1994). *Report on the Riot that Occurred in Vancouver on June 14-15, 1994*. p11

² City of Vancouver. (September, 1994). *Riots: A Background Paper City of Vancouver Review of Major Events*. p1

³ Vancouver Police Department. (January, 1995). *Review of the Stanley Cup Riot June 14, 1994*. piii.

Commission and the VPD made extensive recommendations to allow the City of Vancouver and the VPD to better plan for and respond to similar events in the future (Table 1).

In general, the recommendations of both reports were similar in nature. The Police Commission and the VPD both outlined several recommendations with regard to training and equipment, planning for the event, the media, and communication. Interestingly, the Police Commission recommendations highlighted the availability and accessibility of alcohol while the VPD report did not have any recommendations regarding this. The VPD report instead appears to have focused far more on internal processes than did the Police Commission's. Together, the two reports' recommendations could be considered quite comprehensive and it appears that the two review teams generally agreed that:

- More extensive and detailed planning was required;
- Better training and equipment was required (particularly for non-crowd control unit officers);
- The cameras in the area operated by the media contributed to the problem; and,
- There were significant failures in communication in terms of the police's ability to address the crowd, communicate with each other and with the other agencies that were assisting.

The City of Vancouver report did not make specific recommendations. Instead, there were questions posed for future event planning and also included some strategies, based on research, to consider in the future. Aside from several media related considerations, in particular, it was suggested to divide the crowd to interrupt the "communication system before the crowd 'gels' and becomes aggressive" as well as to give the crowd multiple areas of focus rather than one focal point for all its energy.⁴ The importance of an event "owner" or organizer was also identified. In 1994, the crowd simply converged in the area of Robson Street, but there was no real event occurring there. The City of Vancouver report suggested that in light of that, having an organizer who can plan for security, transportation and other issues around the site would mitigate potential issues.

Table 1 - BC Police Commission Recommendations and Responses by VPD and City of Vancouver

Topic	R#	Recommendation	Page	Actions Taken as per Recommendation
Planning	R1	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.	74	<ul style="list-style-type: none"> ▪ The VPD has a dedicated Emergency and Operational Planning Section. ▪ There is an extensive planning process undertaken for major events. Many factors including anticipated size & make up of the crowd, intelligence gathered, risk management, geography of location, & type of event among others, are considered.
Planning	R2	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.	74	<ul style="list-style-type: none"> ▪ Traffic management is part of the planning process.
Planning	R3	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. lower	74	<ul style="list-style-type: none"> ▪ The City of Vancouver has built an Emergency Operations Centre (EOC) located in the E-Comm facility. ▪ The EOC has access to City of Vancouver (includes VFRS), VPD, BCAS, and E-Comm computer networks allowing each agency to connect to their own network as well as other agencies to make a VPN connection to their own systems.

⁴ Ibid note 2, p16

Topic	R#	Recommendation	Page	Actions Taken as per Recommendation
		mainland area.		<ul style="list-style-type: none"> There are a number of redundant communications systems, including over 40 City of Vancouver telephones and computers, four engineering radios, five satellite phones, a backup internet connection, an Inter-municipal Emergency Radio System radio, and numerous amateur radios. A/V display system can show up 64 different video inputs (Satellite TV, cable TV, CCTV Cameras, traffic cameras, computer feeds, etc.) on 35 separate display devices throughout the EOC. External agencies (such as Coast Mountain Bus, BC Ambulance Service, Transit Police (GVTAPS), SkyTrain, and Vancouver Coastal Health, Emergency Management BC) are welcome at the EOC and have participated in various activations when appropriate.
Planning	R4	That when planning for anticipated crowd control problems, such as occurred on June 14 th , 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.	74	<ul style="list-style-type: none"> Liquor retail sales in the downtown core were suspended at 16:00 on June 15, 2011. Similar action was taken during the 2010 Winter Olympics. There were call out squads specifically tasked with liquor enforcement issues. The VPD works closely with the LCLB.
Alcohol Consumption	R5	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.	74	<ul style="list-style-type: none"> Refer to City of Vancouver for details. Live Site had security checking bags at all entrances. However, the Georgia Street gates were pulled shortly after 17:30 in consideration of safety and at this point there was no longer a mechanism to check bags. However, at this point the Live Site was at capacity. Rogers Arena also checks bags at entrances for major events.
Alcohol Consumption	R6	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.	74	<ul style="list-style-type: none"> Sponsors do provide for policing at their venues. The level of policing is set by police and the sponsor.
Alcohol Consumption	R7	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.	75	<ul style="list-style-type: none"> Rogers Arena limits the sale of liquor to one cup per person, but drinking liquor bought at the arena is permitted in the stands. Drinking laws in the Live Site and on city streets were enforced by police.
Alcohol Consumption	R8	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 <i>Liquor Control and Licensing Act</i> (not permitting a person to become intoxicated) is enforced at major spectator sporting events where alcohol is available for purchase.	75	<ul style="list-style-type: none"> Guests in Rogers Arena were not an issue. The VPD works closely with LCLB.
Alcohol Consumption	R9	That consideration be given by the police departments of the municipalities surrounding Vancouver to undertaking spot	75	<ul style="list-style-type: none"> Vehicle checks were not done, but, in conjunction with the Transit Police, checks were done at incoming SkyTrain stations

Topic	R#	Recommendation	Page	Actions Taken as per Recommendation
		checks of vehicles coming into Vancouver during major special events and celebrations in the City of Vancouver.		and hundreds of pour outs were conducted. Bus drivers were monitoring their passengers for open liquor.
Alcohol Consumption	R10	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.	75	<ul style="list-style-type: none"> ▪ The VPD supplies information to the LCLB and they determine the closures. ▪ This was done during the playoffs.
Alcohol Consumption	R11	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.	76	<ul style="list-style-type: none"> ▪ Refer to Liquor Control and Licensing Branch for more information.
Alcohol Consumption	R12	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.	76	<ul style="list-style-type: none"> ▪ Refer to Liquor Control and Licensing Branch for more information.
Alcohol Consumption	R13	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.	76	<ul style="list-style-type: none"> ▪ Refer to TransLink and South Coast British Columbia Transportation Authority Police Service ▪ Coast Mountain Bus had additional security staff on the bus system. ▪ The VPD works in conjunction with the Transit Police for major events but they set their own staffing levels.
Alcohol Consumption	R14	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.	76	<ul style="list-style-type: none"> ▪ Refer to TransLink and South Coast British Columbia Transportation Authority Police Service ▪ Vancouver Police had Patrol Delta shift units (1600-0400) assigned to monitor SkyTrain stations in their area. The Public Safety Unit had personnel at the downtown SkyTrain stations. ▪ This was in addition to Transit Police stationed at the SkyTrain stations.
Media	R15	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.	76	<ul style="list-style-type: none"> ▪ The Media Liaison person is in direct contact with the command group and front line commanders. The general message is to celebrate responsibly. This message could be amended as required throughout the evening.
Media	R16	That consideration be given to seeking the cooperation of the media in not locating their	76	<ul style="list-style-type: none"> ▪ Social media has superseded the traditional media which did not exist in 1994. Different

Topic	R#	Recommendation	Page	Actions Taken as per Recommendation
		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.		media strategies are thus required in 2011. <ul style="list-style-type: none"> Fixed positions are required for satellite feeds. It can be stipulated that they not set up in the heart of a crowd area, but they need access to the edge. The VPD works with the media to ensure safety for all.
Media	R17	That all local media outlets be asked to develop and adopt a code of conduct to govern their videotaping of large crowds.	76	<ul style="list-style-type: none"> The VPD can not ask media outlets to do this. Social media negates this recommendation to some extent as “media” is now everywhere.
Police Response in the Early Evening	R18	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.	76	<ul style="list-style-type: none"> Road ways were closed at noon to reduce vehicle traffic in the area. There were Traffic Authority members and officers in all intersections. Officers were highly visible in the area. Changes were made as needed to accommodate the flow of people and crowd size.
Police Response in the Early Evening	R19	That police on crowd management duties be provided with very visible fluorescent vests identifying them as police officers.	76	<ul style="list-style-type: none"> VPD officers wear fluorescent vests to make them highly visible. This has been in place for a number of years.
Police Response in the Early Evening	R20	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.	77	<ul style="list-style-type: none"> The VPD has upgraded its communication systems through E-Comm and command and operational channels were implemented years ago. The VPD also gives officers from outside agencies that do not have compatible radios VPD equipment and call signs to ensure that they are able to communicate.
Police Response in the Early Evening	R21	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.	77	<ul style="list-style-type: none"> The VPD has a Public Address System that is used to give instructions to a crowd. Scripts were used and available in multiple languages to ensure communication with those in the crowd.
Police Response in the Early Evening	R22	That the City of Vancouver and adjoining municipalities work towards making their police and other emergency communications systems compatible with one another.	77	<ul style="list-style-type: none"> Refer to the City of Vancouver. This is partially in place where many of the regional police, fire, and ambulance agencies have common talk groups on their radios (i.e. those on the E-Comm radio system). However, emergency services using other radio systems cannot switch to these common talk groups. Other City departments such as Engineering, Animal Control, and Park Board, cannot talk on common channels with Police, Fire, and Ambulance as they use a number of other radio systems. This is partially in place. Police, Fire and Ambulance are able to communicate through the E-Comm system. In addition,

Topic	R#	Recommendation	Page	Actions Taken as per Recommendation
				<p>deconfliction rooms are used to have representatives from each service in the same location and able to communicate directly with each other. While the emergency communication systems are only compatible with other first responders, the command structure through the EOC has a process to keep in contact with other relevant agencies/departments.</p> <ul style="list-style-type: none"> Police agencies surrounding Vancouver can now communicate on each other's patrol dispatch channels.
Police Response in the Early Evening	R23	That all members of the Vancouver Police Department Crowd Control Unit be assigned helmets equipped with build-in radio sets.	77	<ul style="list-style-type: none"> All members of the VPD have ear pieces connected to their radios. Helmets also have this technology but because of the recent switch to new radios, not all have been updated. The use of earpieces within the helmet is effective.
Training	R24	That regular patrol officers be familiarized with the tactics of the Crowd Control Unit, the effects of tear gas and basic crowd control methods.	77	<ul style="list-style-type: none"> Regular patrol officers are familiar with crowd control tactics. As a result of the Olympics, all officers were given training. Further, patrol officers are given briefings for any large events.
Training	R25	That regular patrol officers receive training in crowd control theory, use of riot equipment and their role in supporting the Crowd Control Unit.	77	<ul style="list-style-type: none"> Training is available to all officers of the VPD. The training is not mandatory but recommended. All supervisors in the last 4 years have received crowd control training as part of module training. All officers were given this training as a result of the Olympics.
Training	R26	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.	77	<ul style="list-style-type: none"> Refer to JIBC, and the Provincial Government for more information. VPD's understanding is that there is minimal training within the JIBC for new recruits but this information would need to come from the JIBC directly.
Training	R27	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.	77	<ul style="list-style-type: none"> The PSU has its own full tactical unit and does not rely on members of the Emergency Response Team.
Training	R28	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.	77	<ul style="list-style-type: none"> Joint training between RCMP and VPD was done for the Olympics so there is awareness on both sides of the tactical procedures used. There are table top exercises and inter agency training. There is an understanding of each agency's role and commanders train together which allows the agencies to work together well.
Training	R29	That the 12 municipalities policed by independent municipal police departments ensure they have current written protocols with the R.C.M.P. outlining joint training and operational requirements in situations of civil disturbances.	78	<ul style="list-style-type: none"> There is not a written agreement or MOU in place for joint training and operational requirements/cost sharing among agencies. However, for large scale events, the VPD collaborates with the other agencies involved to ensure that there is agreement

Topic	R#	Recommendation	Page	Actions Taken as per Recommendation
				<p>and understanding of procedures. There is a mutual aid agreement in place and RCMP or municipal police representatives are included in the Command Structure when relevant.</p> <ul style="list-style-type: none"> Regional operational plans are useful in these situations.
Equipment	R30	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.	78	<ul style="list-style-type: none"> The ARWEN 37 is not used by the VPD PSU. However, on this occasion, ERT did support RCMP Tactical Troop officers and deployed ARWEN rounds against persons posing a direct threat to police officers.
Equipment	R31	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.	78	<ul style="list-style-type: none"> Equipment is regularly inspected and reviewed. A large review was undertaken prior to the Olympics in 2010. The equipment is also reviewed prior to large scale events.
Equipment	R32	That the equipment truck remain in contact with and in close proximity to the Crowd Control Unit throughout deployment.	78	<ul style="list-style-type: none"> This is done. There are 2 vans that the PSU uses and equipment is kept in those and they maintain close contact with the PSU officers.

1994 Riot Recommendation Response

In the intervening 17 years since the 1994 riot, the VPD has made great strides in crowd management. With very few exceptions, the VPD has either met or exceeded the recommendations made in the Police Commission report and the internal report by the VPD (Table 1). Many of the recommendations were not specific to police, and where information is available these have also been addressed in the attached documents (Table 1).

It should be noted that although the 1994 Police Commission recommendation suggests that the use of the ARWEN be reconsidered because members of a crowd are moving targets, the value of the ARWEN is recognized in the narrative of the report (p 66-67):

When the ARWEN 37 is loaded with plastic batons, it is aimed at the torso area. It generally knocks the suspect over and incapacitates him for a period of time, thus allowing arrest and handcuffing. Experience of tactical teams using the weapon cite it as a useful less-than-lethal weapon because of its accuracy compared to similar weapons, its capability of firing second shots, its low lethality and its usefulness in being able to fire tear gas and stun grenades as well as rubber batons. In 1990, the B.C. Police Commission recommended that it be added to the inventory of tactical teams, with appropriate training in its use. The Vancouver Police Department's Emergency Response Team members that use the weapon have been trained in its use.

There is a need, in our opinion, for a Crowd Control Unit to have some means to incapacitate a person whose actions may endanger others. The RCMP Tactical Troop, for example, encountered a person attempting to light a Molotov cocktail but members felt they had no capacity to neutralize that person because no member of the R.C.M.P.

Tactical Troop was equipped with an ARWEN 37 or similar weapon. The attempt turned out to be unsuccessful, but not through any action by police. The importance of respecting agitators as "skilled alchemists" is emphasized by riot study literature; there must be a means to remove those alchemists from a crowd in some circumstances.

Agencies with field experience using projectile launchers reported that the typical result of a hit with a projectile from an ARWEN 37 is "bruising with occasional fractures." Drawbacks to firing ballistic projectiles include concerns over accuracy and the fact that, until they have travelled a certain distance, the projectiles may produce unacceptable injuries.

We are concerned that the nature of an unruly crowd is such that firing a ballistic projectile weapon, such as the ARWEN 37, with accuracy is very difficult. Crowd agitators rarely stand still and are not necessarily separate from the rest of the crowd, and members of the crowd are prone to unpredictable movement.

It is also important to note that while there were many similarities between the events of 1994 and those in 2011, there were also substantial differences. In 1994, there were no specific events drawing people to Robson Street, whereas in 2011, people were invited to come downtown by the City of Vancouver to celebrate. The crowd size in 2011, including the number of spectators, impaired the ability of police to manage the crowd and control the instigators creating a very different crowd dynamic than in 1994. More importantly, the strategies used by the police (and the methodology behind them) were very different in 2011 and 1994.

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 1970s (e.g., Gastown Riot, Sea Festival), the VPD decided to train and equip some officers in crowd control tactics. Though equipment was purchased for 300 officers and included helmets, batons, respirators and padding for arms and legs, it sat unused for 15 years and deteriorated to the point that it was no longer useable. The VPD deemed crowd control training to not be a priority given its lack of use, and the Police Academy at the Justice Institute of British Columbia (JIBC) discontinued providing training as well.

The Crowd Control Unit (CCU) was formed in 1993. With the Clinton/Yeltsin summit being held in Vancouver, the VPD decided that a more formalized unit was required. The newly revitalized CCU trained with the RCMP and utilized the same methods and tactics which were considered the best available at the time. However, the training given and the equipment purchased were very basic compared to that available today. Only 40 officers 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. However, at the time of the 1994 Stanley Cup Riot, the VPD CCU was utilizing the best available training and equipment and was effective for the tasks they were asked to accomplish at that time.

Nonetheless, the recommendations from the 1994 Riot provided an impetus for changes to the CCU. Training, equipment, and planning issues were identified and over the next several years, much work was done to improve these areas. New equipment was purchased in 1995 and the CCU continued to evolve with small adjustments being made continuously. By 1999, the first draft of a training manual

had been developed. The second, and approved, version of the CCU manual was released on August 15, 2004.

Though the CCU had evolved since 1993, particularly in terms of the size, structure, training and equipment used, the CCU operated using the same general principles as they had in 1994. 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 but the tactics being used were not appropriate or effective for the types of events to which the CCU was now being 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 was 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

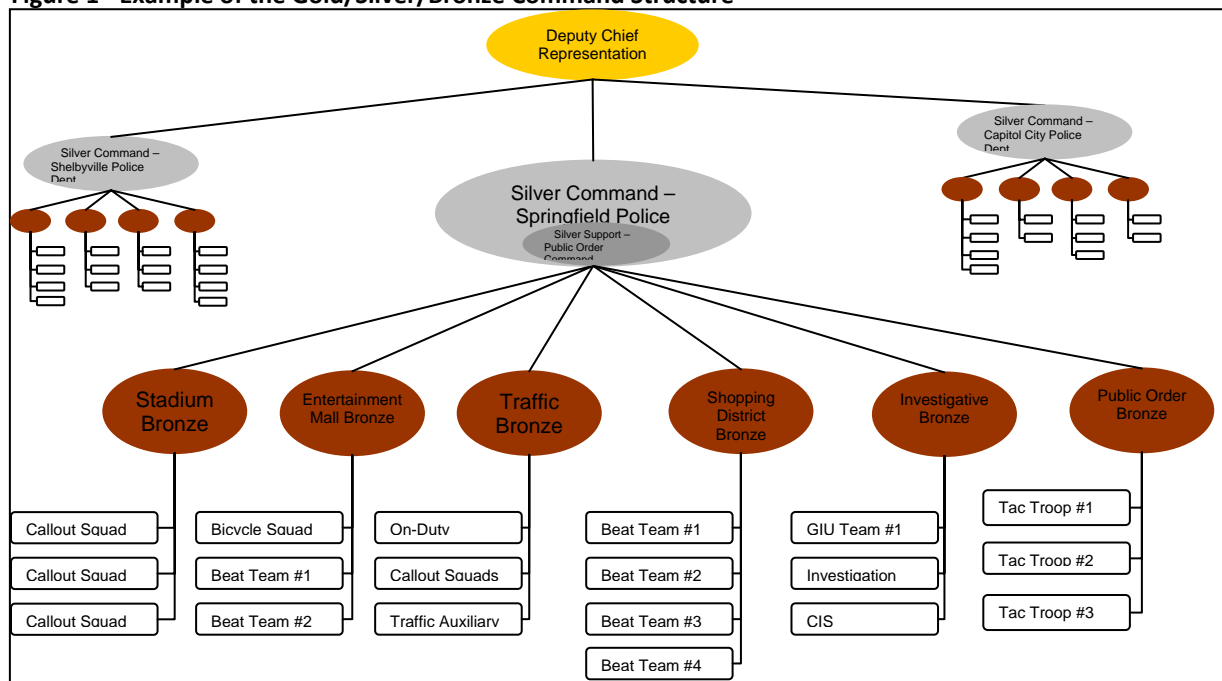
Beginning in 2006, the VPD began a major shift in its approach to crowd management. The training and tactics being used were not appropriate for the types of events the VPD was being deployed to and change was necessary if the unit was to meet its mandate of public safety. The hiring of several officers from the United Kingdom (UK) who had extensive crowd management experience helped to expedite the change which culminated with the creation of a full time coordinator for the CCU (approved in January of 2007). Following the guidelines of the UK's method of dealing with crowds, one of the key strategies in the new model of crowd management was that of the "meet and greet." Familiar now to many Vancouverites and visitors to the city, the "meet and greet" approach is a simple concept: smile, engage the community, be positive and welcoming, have early interaction with crowds and line-ups, and interact with the public with these principles in mind. 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 undermines the ideals of the model. This is not to say that strict enforcement does not have a place; it is the way enforcement is implemented that has such a dramatic affect. 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 before intervening.

At the same time that this shift was beginning in the VPD, there was concern about the deteriorating atmosphere in the Granville Entertainment District (GED). Alcohol fuelled violence was a significant problem that was only getting worse. It was in this environment that the VPD first brought in elements of the current model of crowd management. Implementation of the "meet and greet" strategy, and other interventions such as increased officer deployment and street closures, to manage the large, often intoxicated crowds, led to significant decreases in the level of violence. After the success of these strategies in the GED, they were also brought into other large events like the annual Celebration of Light.

After using elements of it for some time, in March 2007 the VPD officially adopted the National Model used in the UK for crowd management. With its history of sports related riots, urban warfare, and terrorist attacks, the UK is considered a leader in public order and crowd management. The officers

from the UK hired by the VPD contributed to the transition to the UK model and ensured an accurate interpretation and application of the training materials. The adoption of this model meant a restructuring of the unit, new equipment, and new tactics (like the “meet and greet”), 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. However, the tactics and model can be used without the command structure, as evidenced by the success in the GED for smaller deployments.

Figure 1 - Example of the Gold/Silver/Bronze Command Structure⁵



The UK model uses a three-tiered command structure referred to as Gold, Silver and Bronze (Figure 1). Developed in the 1980s during a review process that began as a response to the Brixton riots, these tiers equate to the strategic, tactical, and operational levels of control.⁶ Gold Command is meant to act as the strategic decision maker and is usually brought in for situations where there may be a significant impact on resources, the community, or the organization. It is usually made up of high-ranking officials (e.g., police superintendents or deputy chiefs), who operate at a distance from the event. Gold Command could be one individual or many depending on the event. It may not be activated for small events where it is unnecessary. Gold Command, regardless of size, sets the style of policing and the overarching strategy to be used during the event. Silver Command is the tactical level and has overall responsibility for the event. In general, an inspector fills this role and acts as the conduit between the front line operational staff and Gold Command and ensures that the operational staff are well supported and coordinated to carry out the strategies set by Gold. Silver Command is usually in contact with any other Silver Commands that may be set up by other jurisdictions. They also provide Gold with information and intelligence about what is happening on the ground. Finally, the Bronze level of command is in charge of carrying out Silver’s tactical plans. They make up the operational front line who undertakes the work at

⁵ This example includes a deputy chief as the representative for Gold Command; however, this is not required. It can be any senior ranking police officer, such as a superintendent.

⁶ Arbutnot, K. (December 2008). *A Command Gap? A Practitioner’s Analysis of the Value of Comparisons Between the UK’s Military and Emergency Services’ Command and Control Models in the Context of UK Resilience Operations*. Journal of Contingencies and Crisis Management. Vol 16(4).

the scene. They are usually deployed based on a functional or geographical area of responsibility and have a team assigned to assist them in their task.

One area that has been identified as a possible gap (depending on the situation) in this model is the disconnection between Gold and government policy/operations.⁷ For particularly large incidents (e.g., terrorism) that require coordination from the government level downwards, this has been noted as a potential issue. Because Gold's reach "extends only as far as the head of the particular jurisdiction" and government may provide an over-arching strategy for an incident, it begs the question of how many strategic governing bodies there can be in an incident.⁸

Moreover, there has been some theoretical discussion of the Gold/Silver/Bronze model's compatibility with Incident Command System (ICS) models that are in use for emergency and disaster management.⁹ An ICS model is used by the Province of BC, by the City of Vancouver and, in some circumstances, by the VPD as well. Because of the positive working relationship between the VPD and the City of Vancouver, these models work well together. To some extent, there are parallels between the two models. Some officers expressed a lack of knowledge on who has the final authority over decisions. The VPD Operational Plans should describe the role of the senior "Policy Group" that operates above the EOC Director.

The Gold/Silver/Bronze command model was used successfully in the 2010 Winter Olympics. The recency of this event meant that many police officers were very familiar with this model. For example, the City of Vancouver Policy Group under the Chair of the City Manager met everyday during the Olympics and were prepared to address major issues on an ad hoc basis. The Chief Constable sits on the Policy Group and has authority over the Gold Command if it is solely a Vancouver deployment. The larger question that arises is how to resolve conflicts between the Gold Command and the Emergency Operations Centre (EOC) when it is a regional event.

The biggest test of the "meet and greet" and the UK model for the VPD was the Winter Olympics in 2010 where the VPD was responsible for policing the entire "urban domain" (i.e., all areas outside of the official Olympic Venues within the city) in Vancouver though additional resources were available to the VPD with the RCMP and Integrated Security Unit. The Gold Medal Men's Hockey game crowd was, at its peak, up to 150,000 people and it took 13 hours for the crowd to dissipate. While there were crowd management challenges, the experience was largely positive and the "meet and greet" strategy was highly effective. The application of the model was enormously successful, with the VPD receiving accolades for its ability to manage the huge numbers of people crowding into the downtown area, and the protests that occurred at the beginning of the Olympic celebrations. Other police departments have noticed the success of the VPD. For example, the Victoria Police Department began to adopt the VPD's approach in 2009 and the VPD provided training for their officers in late 2009 and in 2010. These experiences solidified the VPD as a BC leader in crowd management.

Best Practices & Crowd Management in Other Jurisdictions

Crowd management encompasses everything from planning for events, being prepared for spontaneous incidents, monitoring the crowd and its behaviour to responding in a coordinated and controlled manner. Police learn from others around the world as a result of the experiences they have had dealing

⁷ Ibid. note 6 p. 190

⁸ Ibid. note 6 p. 189

⁹ Ibid, note 6.

with crowds in a variety of circumstances. The Police Executive Research Forum (PERF) is a national organization of police executives (including VPD) dedicated to improving policing and advancing professionalism through research and involvement in public policy debate. According to PERF, to be considered best practice, crowd management strategies must “protect the public while also protecting citizen’s rights”.¹⁰ To be effective, these strategies must be rapidly deployable and coordinated.

Notably, the VPD’s crowd management tactics have been recognized as a best practice in the 2011 PERF publication titled: “Managing Major Events: Best Practices from the Field”. The chapter ‘A “Softer” Approach to Crowd Management: The Vancouver Model’ outlines the success of the “meet and greet” strategy during the 2010 Olympics. The “meet and greet” strategy was specifically acknowledged as increasing the likelihood of public support for the police. Other key lessons learned included ensuring that there was a consistent pre-determined set of tolerated behaviour from the public. Moreover, it is important that the public is aware of what behaviour will be tolerated and what the police’s expectations of the crowd will be.

Apart from the event itself, the agency’s planning process is essential. For most large events, multiple agencies are involved and as a result, cooperation and effective communication between agencies is crucial for successful crowd management. Joint training and complementary methodologies and tactics are also important to ensure familiarity with the practices used in the host jurisdiction. Use of the Gold/Silver/Bronze command structure is also valuable (see Figure 1). The three-tiered command and control structure of strategic, tactical and operational has been demonstrated to be effective and has been endorsed by many agencies (e.g., PERF and the Association of Chief Police Officers in the UK).

According to PERF, generally speaking, there are four things an agency should engage in to be considered “best practices” for crowd management. First, the agency would gather intelligence before and during an event to determine, among other things, any groups who might be interested in causing trouble and what their intentions might be as well as their potential tactics. Second, the agency should seek to facilitate the lawful and legitimate aims of the group. Third, there should be communication with the crowd, potentially through a respected crowd member. Fourth, there should be recognition and understanding that the crowd may not be a homogeneous group and officers should not treat all members of the group as if they are hostile. Instead officers should involve those who are not hostile, to assist them in dealing with the hostile individuals. PERF does not recommend specific tactics to use to accomplish these ideals. The VPD generally utilizes these guidelines as part of its crowd management strategies and has been recognized by PERF for this (e.g., the 2011 PERF Report on the Olympics mentioned above).

Ontario Provincial Police

Like the VPD, the Ontario Provincial Police (OPP) looked to the UK for guidance on best practices for managing crowds. Within Canada, the OPP are considered a leader in the development of a crowd control training curriculum, command structures and tactics. The approach taken by the VPD is generally consistent with the approach taken by the OPP (see Table 2). According to the OPP, the purpose of Public Order Units is to proactively manage crowds at any and all levels of order (i.e., from peaceful to confrontational). When managing crowds the responsibilities of police are as follows:

- Protect members of lawful and peaceful assemblies;

¹⁰ Police Executive Research Forum. (2006). *Police Management of Mass Demonstrations: Identifying Issues and Successful Approaches*. Washington, D.C., p3

- Protect lives and property of citizens;
- Prevent a breach of the peace; and,
- Use minimal force.

Table 2 - Comparison between VPD and OPP Public Order Models and Training

	VANCOUVER	OPP
Model	<p>Public order command and control model (Gold, Silver, Bronze), and crowd dispersal tactics, is based directly on the UK model.</p> <p>Horses and Dogs as well as Bicycle, Emergency Response, and Traffic members are regularly incorporated into Public Safety Unit training.</p>	<p>Public order command and control model (Gold, Silver, Bronze), and crowd dispersal tactics, is based on the UK model.</p> <p>Horses as well as Bicycle, Emergency Response, and Traffic members are regularly incorporated into public order units.</p>
Protocol / Overarching Strategy	<p>Primary strategy is to prevent and deter disorder through visibility and engagement. The VPD employs the 'meet and greet' using all uniformed officers, including Commanders and Public Order Unit (POU) members in regular uniform, monitoring and interacting with the crowd. However, if the situation requires a rapid response, PSU members fully gear-up in Sprinter vans that are stationed nearby, and then change tactics to manage the situation.</p> <p>Deployment of POU and the tactics used are judgment calls made by the Bronze Commander, based upon the overall strategies determined by the Silver and Gold Commanders and the purpose of Public Order.</p> <p>Manage crowds at all levels of order, using the least amount of force.</p>	<p>Regular uniformed officer presence employing the 'meet and greet' strategy with, wherever possible, having POU officers monitoring and interacting with the crowd in Level 2 dress (wearing ball caps, helmets slung but not worn, and without shields).</p> <p>Deployment of POU and the tactics used are judgment calls made by the Bronze Commander, based upon the overall strategies determined by the Silver and Gold Commanders and the purpose of Public Order.</p> <p>Manage crowds at all levels of order, using the least amount of force.</p>
Training / Ongoing Development	<p>In 1993, the Crowd Control Unit was developed based on the Royal Hong Kong model used by the RCMP.</p> <p>Has looked to the UK for best practices in public order command and control.</p> <p>The VPD moved to the UK model in 2007 for both command and control tactics and Commander level training has been and is currently provided overseas at considerable expense by UK instructors at the West Midlands Police.</p> <p>VPD continues to evolve and train officers internally and externally to improve the response.</p>	<p>Has adopted best practices based on issues identified during major Canadian public order events.</p> <p>Has looked to the UK for best practices in public order command and control.</p> <p>An OPP Course Training Standard (CTS) was prepared and a POU command course was also subsequently developed in partnership with the TPS. It was first implemented in March 2001, and has since been adopted as the provincial standard.</p> <p>OPP has lead in the creation of an Ontario public order advisory committee and is working with partner agencies on developing a national forum, and eventually a national standard for public order.</p>

Beginning in 1995, the OPP has regularly revised its crowd management tactics based on the lessons learned in incidents of disorder from around North America. New tactics being used by protestors, for example, led to a review of Operational Planning procedures. After a significant protest in Toronto in 2000, the OPP recognized the need for a consistent and common structure in dealing with public order issues. As a result, the OPP formally implemented the UK's best practices standards with a particular

focus on the Gold/Silver/Bronze command structure in 2001. The OPP developed a commander training curriculum with the Toronto Police Service at the same time based on this model and it has since been adopted as the provincial standard. This solid foundation was combined with the learning gained from North American incidents and has resulted in an effective crowd management model for use in Canada.

Since 2003 the OPP, along with the Toronto Police Service, has headed the Ontario Public Order Unit Advisory Committee. The committee is intended to lead innovation and to be a conduit to exchange information on crowd dynamics and operational practices. With large-scale events like the 2010 Olympics and the G8/G20 Summit, where officers from across Canada worked together, it has become a necessity for agencies to have consistency in their practices. Its member agencies signed a working agreement in early 2005. Though most of the agencies involved are Ontario based, Calgary has been a signatory since 2002 after it hosted the G8 summit. More recently, the Committee has broadened in scope and has involved agencies from Halifax to Vancouver in its discussions (in fact, prior to June 15, two members of the VPD were invited to become associate members of the OPP's Public Order Group). The Committee has been attempting to develop a national framework to ensure consistency in the management of public order issues. The adoption of the OPP's model as the Ontario standard as a result of its effectiveness suggests that the strategies and standards that the VPD has also adopted can be categorized as best practices due to their similarity.

Comparisons to Other North American Jurisdictions

Generally speaking, there is considerable similarity between police agencies in terms of their crowd management approach (see Table 3). Many use the "meet and greet" engagement style that the VPD, OPP and UK utilize and most have part-time public order units. Those without a dedicated unit tend to have all or most of their officers trained in crowd control/crowd management and can assemble a "unit" to deal with any issues that may arise or pre-planned events. As with the VPD, some use dogs, horses and traffic units as part of their response team. There are of course differences as well, with some police agencies choosing alternative models (e.g., Los Angeles or Montreal) and utilizing different tactics.

Table 3 - Public Order (PO) Models and Training in Other Jurisdictions

Police Agency	Staffing / Training	Model	Protocol / Overarching Strategy
Boston Police Department	<p>200 part-time PO officers divided into Public Order Platoons (POPs).</p> <p>PO officers receive specialized training two times per year.</p> <p>All BPD receive some form of PO training at least twice a year. Additional training is provided prior to a major event and is pertinent to the type of event.</p> <p>They do not engage in specific Commander-level PO training.</p>	<p>PO model is based on US Federal government guidelines for crowd control as well as on the guidelines of the International Association of Chiefs of Police.</p> <p>Dogs as well as Bicycle and Motorcycle officers form part of the POP Team.</p>	<p>When POPs are engaged to restore public order, they seek to divide and disperse the crowds controlling gained space with steel barriers while moving dispersed crowds into predetermined locations, preferably open spaces.</p>
Calgary Police Service	<p>164 part-time PO officers.</p> <p>Full time PO Coordinator and Logistics Coordinator.</p> <p>PO officer supplemented by plain</p>	<p>Their model is based on the OPP/TPS command and control model and tactics.</p> <p>Bicycle officers are directly incorporated into their model.</p>	<p>They use engaged officer presence through the 'meet and greet strategy'.</p> <p>Depending on threat assessment levels, PO officers are deployed in</p>

Police Agency	Staffing / Training	Model	Protocol / Overarching Strategy
	<p>clothes Covert Observation and Extraction Teams totalling 100 trained part-time officers.</p> <p>All PO officers receive 80 hours of function specific training, as well as 40 hours of theoretical training and 20 hours of urban search</p> <p>Annually, all PO officers receive 40 hours of updated PO training, and also qualify with their firearm while in full protective kit.</p> <p>PO Commanders have received the Ontario Provincial Command and Control Course, and they participate in joint forces scenario based training yearly.</p> <p>All CPS officers have received Level 1 PO training. Additional one-time 20 hour PO course being planned for all Patrol officers.</p>	Dogs are used to protect PO equipment.	<p>the various levels of dress (1, 2 or 3; see Table 4).</p> <p>PO officers are also always used as call-outs (in standard uniforms) for all large concerts and Canadian Football League and National Hockey League games.</p>
Cincinnati Police Department	<p>125 part-time PO officers.</p> <p>Horses and SWAT officers are incorporated into their deployment.</p> <p>All CPD officers receive an overview of departmental crowd control practices and tactics once per year.</p> <p>Commander-level training is conducted internally.</p>	Based on the Miami field force model.	<p>For all events resulting in significant disorder, dedicated public order and SWAT response teams would be deployed to the situation as quickly as possible.</p> <p>For pre-planned events, Mounted Units would be present throughout the entire event, while pre-determined numbers of public order and SWAT officers would be on stand-by near the event.</p>
Denver Police Department	<p>Does not have a dedicated public order unit.</p> <p>In total 1,000+ Denver officers (about 2/3rds) and 740 partner agency officers have received over 40 hours of PO training in 2008.</p> <p>DPD's goal is to provide updated PO training on a yearly basis.</p> <p>Certified Departmental Trainers deliver internal Commander-level crowd control training.</p>	<p>PO training and tactics based on the <i>Managing Civil Actions in Threat Incidents (MCATI)</i> model delivered by the US Dept of Homeland Security.</p> <p>Bicycle officers and horses are incorporated into their model.</p> <p>Traffic, Rapid Response, and SWAT teams are also available when necessary.</p>	<p>At any time on any shift, PO squads can be assembled from on-duty personnel to handle spontaneous events or emergency incidents requiring a PO response.</p> <p>For pre-planned events, squads will be assembled and assigned depending on the size of the event.</p>
Los Angeles Police Department	<p>190 part-time PO officers.</p> <p>Annually, all LAPD officers receive a 10 hour block of classroom and practical exercises related to public order.</p>	<p>Public order model is based on the California POST curriculum 1850-21752.</p> <p>Horses are incorporated directly into their model.</p>	Not stated.

Police Agency	Staffing / Training	Model	Protocol / Overarching Strategy
	Commander-level training is conducted internally.		
Montreal	<p>Full-time Riot Squad comprising roughly 200 officers.</p> <p>Each Riot Squad officer goes through a basic three-week training program initially, and then has 10 days of training annually.</p>	Not stated.	<p>Montreal Police tried a 'meet and greet' approach in the past with varying results.</p> <p>Their objective typically is to "occupy the area" but they adjust their strategy depending on the type of crowd and the risk level.</p> <p>Depending on the threat level, some officers are deployed in full riot gear ("Iron Man suit") while others are deployed with helmets (with visor up) and other riot equipment.</p>
Seattle Police Department	<p>Does not have a dedicated unit public order unit. However, their entire patrol force of 498 officers is trained in PO.</p> <p>100 SWAT and Bicycle officers also trained in PO.</p> <p>All Patrol and Bicycle officers receive annual 'refresher' PO training.</p> <p>All SWAT officers get specialized munitions and less lethal training yearly.</p> <p>Commander-level training is conducted 4-5 times per year at either the local or regional level.</p>	<p>SPD's PO model is based upon placing appropriate numbers of officers in critical areas, to provide deterrence through engaged presence.</p> <p>Bicycle officers and SWAT officers are directly incorporated into their model.</p>	<p>Seattle emphasizes the engagement of event organizers.</p> <p>They use engaged officer presence through the 'meet and greet' strategy.</p> <p>Officers engage individuals involved in minor misconduct early and dissuade minor misconduct from growing to major misconduct.</p> <p>Half of its regularly deployed patrol units are in ready mode to be re-deployed in a PO capacity if needed to respond to spontaneous incidents.</p>
Toronto Police Service	<p>Part-time POU consisting of 285 officers.</p> <p>Full-time training, administrative & planning capability is permanently assigned to the POU.</p> <p>POU officers complete a two-week basic course and a minimum of 32 hours of training per year.</p> <p>All 5,677 TPS officers receive basic awareness training.</p> <p>TPS regularly delivers a Provincial PO Commander's Course with the OPP.</p>	<p>PO command (Gold-Silver-Bronze) and crowd control tactics based on the UK model.</p> <p>Horses as well as bicycle, Emergency Response and Traffic officers are incorporated into the deployment model.</p>	<p>TPS continues to embrace and further enhance its "meet and greet" strategies.</p> <p>TPS provides a highly visible uniform presence comprised of Community Response Unit officers on foot, on bicycle and in marked scout cars with its POU sections initially acting in support, as required, some equipped with vans in order to provide a mobile response capability.</p>
Vancouver Police Department	<p>Part-time POU consisting of 137 officers.</p> <p>Full-time Coordinator assigned to the Unit (currently vacant).</p> <p>PO officers receive tactical training</p>	<p>PO command and control model (Gold, Silver, Bronze), and crowd dispersal tactics are based directly on the UK model (Home Office approved).</p> <p>The model is based on the</p>	<p>The VPD employs the meet and greet strategy using all uniformed officers, including Commanders and POU officers in regular uniform, monitoring and interacting with the crowd.</p>

Police Agency	Staffing / Training	Model	Protocol / Overarching Strategy
	<p>once in addition to a yearly 3 day mandatory PO course.</p> <p>300 additional VPD patrol officers have received basic PO awareness training.</p> <p>Commander level training is conducted overseas by UK instructors at West Midlands Police Public Order School.</p>	<p>fluidity of movement of small squads, the ability to cascade leadership to the lower ranks, and the ability to implement low-level street tactics for crowd management.</p> <p>Horses and Dogs as well as Bicycle, Emergence Response, and Traffic officers are directly incorporated into the model.</p>	<p>If the situation requires a rapid response, POU officers fully gear-up in sprinter vans that are stationed nearby and escalate their tactics as required.</p> <p>Deployment of POU and the tactics used based upon the overall strategies determined by the Gold Commanders using the least amount of force necessary.</p>
Winnipeg Police Service	<p>70 part-time Crowd Management Unit (CMU) officers.</p> <p>All CMU officers receive public order training twice per year.</p> <p>They do not engage in specific Commander-level PO training.</p>	<p>Crowd control tactics were adopted from Toronto in 1995. WPS is in the process of updating their PO command and training model, possibly based on the VPD's model.</p> <p>Bicycle officers have not yet been incorporated, but they will be going forward.</p> <p>The WPS also has a lethal force tactics option, but has not practised with this option in years.</p>	<p>CMU officers are deployed for all large pre-planned events.</p> <p>Given their crowd management training, officers (in "Soft Tac") are also always used as call-outs (in standard uniforms) for all large concerts, Canadian Football League games, and now National Hockey League games. They have developed their own in-house formations and tactics for maintaining order during these events.</p> <p>Some CMU officers are on stand-by in "hard tac" gear for large pre-planned events and are brought in if required.</p>

Current Standards for the VPD

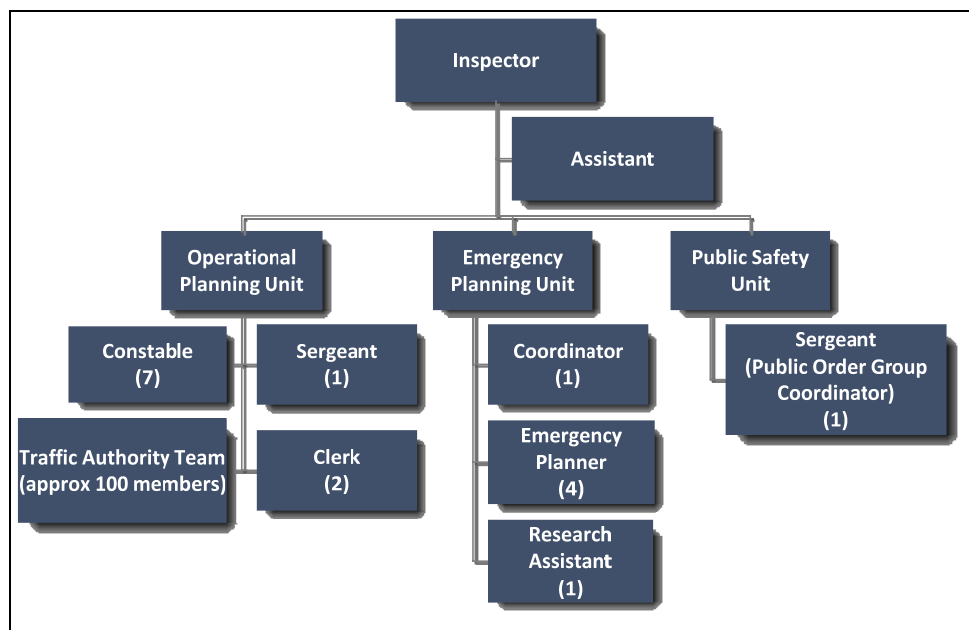
The mandate of the PSU is to attend all potentially unlawful gatherings where normal patrol resources are inadequate, where the potential for violence exists, or where specialized training or equipment may be required. The VPD model, in line with the UK and Ontario models, uses a holistic approach to crowd management where specialty units like horses, dogs and bicycles are used to complement patrol and public order officers. Because of this, it has a diversity of tactics and allows police to manage a wide range of situations. The tactics used by the VPD were adapted with permission from the West Midlands Police Public Order School, a National Policing Improvements Agency (NPIA) approved facility in the UK. The NPIA coordinates organizational changes and standards across agencies regarding national policy, processes, technology and staffing and has set the standards for training in this area of policing in the UK.

Public Safety Unit Staffing

The PSU, formerly known as the CCU, is one part of the Emergency & Operational Planning Section (EOPS, see Figure 2). EOPS is made up of three units: the Emergency Planning Unit, which is responsible for planning for major disasters and other civil emergencies; the Operational Planning Unit, which is responsible for planning for major public events (such as concerts, sporting events, VIP visits); and the PSU, which is responsible for crowd management. The PSU and the Operational Planning Unit work

closely together during the planning for an event, including any threat assessments, as well as the implementation of that plan.

Figure 2 - EOPS Organizational Chart



In late 2009, the cross-organizational resources needed for crowd management were recognized and the term Public Order Group (POG) was coined. This group is made up of the Mounted Squad, the PSU, the Dog Squad, a Bicycle Team, a Search and Canvass Team, a Device Extraction Team and Negotiators. Within the PSU, there is also a Tactical Support Unit, which provides lethal and less-lethal support to unarmed PSU members. They are the only armed members of PSU and are responsible for chemical munitions, beanbag shotguns, 40mm launchers for less-lethal support as well as VPD-issued pistols and Colt C8A2 rifles for lethal support. Other than the PSU, the other squads that make up the POG have other policing duties within the VPD and are not solely utilized for public order issues.

Selection of officers into the PSU is done through a selection process organized by the VPD's Human Resources Section. Members are consistently evaluated for their performance and will be required to leave the PSU if minimum standards of training and performance are not met.

The PSU has one sergeant who acts as an advisor to the Operational Planning Unit for relevant events and who coordinates the POG. The coordinator manages and organizes any relevant and mandatory training for the POG as well as advising how those groups can be utilized within any planning process that is undertaken by EOPS. The remainder of the PSU is made up of up to 137 volunteers who take on the responsibilities of crowd management. While the sergeant/coordinator position is a full-time position, all other positions in the PSU are voluntary and used on an as needed basis. The coordinator position has been vacant since December of 2010 due to a promotion. However, the necessary training and equipment coordination has been managed by the previous incumbent to ensure that the PSU is maintained.

The number of officers deployed by the POG varies in number depending on the event or call-out. Generally, a Public Order Commander (POC) is the officer who is in charge of managing the public order event. The POC is normally a senior Officer who is not a part of the PSU. The PSU members are

supplemented with officers from the Mounted Squad, Dog Squad, Bicycle Squad, Device Extraction Team, and Negotiators as required. When fully staffed, the 137 members of the PSU can be broken down as follows (Bicycle units, Mounted units, and Dog units are not included in its authorized strength):

- 2 PSU Commanders (i.e., front line commanders)
 - Responsible for running the event from the ground with either a geographical or functional role.
- 1 Public Order and Crowd Control Coordinator
 - Responsible for managing training standards, and equipment as well as coordinating other specialty areas. This is the only full-time position (sergeant rank) within the PSU.
- 2 Logistics Officers
 - Responsible for assisting the Coordinator and Commanders to ensure the PSU has functioning equipment and preparing transportation for pre-planned events to deploy members.
- 4 Section Leaders
 - Responsible for managing squads on the ground under the direction of the PSU Commanders. Each Leader has three squads to manage.
- 12 Squad Sergeants
 - Responsible for leading teams of seven constables to carry out the Operational Plan and carry out the decisions of the POC under the leadership of the Section Leaders.
- 84 Unit Constables
 - Responsible for carrying out the Operational Plan and carrying out the decisions of the POC under the leadership of the Squad Sergeants.
- 24 Tactical Members
 - Responsible for providing less-lethal and lethal force when necessary to support the actions of the PSU and for public safety.
- 4 Evidence Gathering Team Members
 - Responsible for collecting video of police actions and the crowd for evidentiary purposes.
- 4 Medics
 - Responsible for providing emergency medical care as required.

Training Standards

There is a minimum training standard that all officers who are a part of the PSU must complete. New members to the PSU are required to do a one day “pre-course” that gives them the background terminology, a crowd psychology lecture, their equipment, and basic tactics. Upon completion of the “pre-course”, they join the rest of the PSU members for three days of practical tactical training.

There is mandatory training for all PSU officers each year. Three-day sessions are run two times a year and members are required to attend at least one of the sessions each year, though they may attend both sessions. Training focuses on formations, shield tactics, deployment from vehicles, enclosed space tactics, dealing with emotionally disturbed persons, response to Molotov cocktails, and working with the specialty units (e.g., horses, dogs). The training focuses on tactics that can be used in a variety of situations, including those that are more dynamic in nature (as opposed to a static crowd in one location). Specialty teams receive additional training relevant to their area in addition to the basic mandatory training provided to all PSU members.

The VPD would prefer to train its officers with an additional day of theory to refresh and update materials for the PSU for a total of four days of mandatory training a year. However, due to budget constraints, the additional day of training has not been feasible and is only possible for new members to PSU. Additional training is provided whenever budget allows. It should be noted that although the VPD already has a well trained PSU; additional training would allow the VPD to improve its response even further to situations like the riot on June 15. Given the number of factors involved in a riot, and their high level of unpredictability, increased training would have very little influence over the VPD's ability to prevent a riot.

Though the VPD was well prepared and well trained to deal with large scale public disorder, going forward, it will be important to ensure that training standards are maintained or improved. In 2009 the City of Vancouver provided \$200,000 for PSU training in the lead-up to the 2010 Winter Olympics. The VPD has unsuccessfully requested funding to continue this training in 2010 and 2011. Instead the funds have been taken from within the current operating budget (and therefore impacts other areas of the department as well), which has impacted the planning and execution of regular training. The training budget has been an issue for the VPD for several years; PSU is only one area affected by this overall decrease in budget. Most recently, instructors from the UK were brought over in 2009, as well as 2011, with plans for another session in the next six to seven months, to provide refresher courses for the PSU members. This training has also often been held in conjunction with the RCMP Tactical Troop (as in 2009 and 2011) and other partner agencies, to further facilitate interoperability and cement working relationships between agencies. Moreover, the VPD's PSU officers have been trained to identify potential acts of terrorism and to respond in the case of such a situation as a result of the 2010 Olympics preparations.

Public Order Commanders

The POC has the responsibility of managing an event from within the Departmental Operations Centre (DOC) or Silver Command. Except for very large events, this is the highest level of command used. Those filling this role usually hold the rank of Inspector. One staff sergeant also has the training and capability to fill the role of POC. Potential POCs are required to enter an understudy program within the PSU and have to complete the basic training all PSU members receive at the VPD. After this, they are required to attend an Initial Public Order Commanders (IPOC) course in the UK that is taught by the West Midlands Police Public Order School, a NPJA-approved facility. Part of this training includes assuming the command of a riot or large crowd in a virtual simulator, a "ride-along" with the UK police public order group to witness the training in action, and commanding a section in the training hangar in a simulated scenario. Potential POCs must qualify at IPOC standards. Once qualified, they return to VPD and are given a small command area during an event where they are monitored by a second commander. Once they successfully command three public order events, they are considered certified by the VPD as Public Order Commanders. Subsequent to the certification process, the commander is assigned events which progressively become larger and more demanding. There is no official re-certification process; however, the VPD Executive re-evaluate the performance and abilities of the POCs periodically and will suspend their certification if there are any indications it should no longer be considered valid (e.g., if significant time has passed between commanding events). All commanders complete ongoing training to maintain their qualifications including multi-day training sessions, table top exercises, full scale scenarios, and peer de-briefs of completed events.

More specifically, the commanders currently certified by the VPD have significant public order experience. Five of the six commanders have five or more years of command experience and acted as a

commander during the 2010 Olympics. One commander is more recently certified, but has significant experience in crowd management and public order events as part of PSU.

PSU Commanders

The training for PSU Commanders is the same as it is for POCs. The difference is the application of the training. PSU Commanders assume the command of the event at the ground level (i.e., one level of command down from the POC) and as a result, there is more focus on ground command level tactics to assist the POC. This also means that the PSU Commanders can relatively easily move into a POC role. However, because POCs generally have less experience at the ground level, it is not quite as easy to move them to the PSU Commander role.

PSU Supervisors – Section Leaders

PSU supervisors are given additional training in public order command structure and functions to enable supervisors, who are generally at the sergeant and staff sergeant ranks, to organize and take initial action in case of spontaneous disorder. An inspector and a sergeant run the training from the West Midlands Public Order School in the UK. These trainers come to Vancouver to provide the training to keep it cost effective.

PSU Tactical Support Unit

In addition to the basic PSU training, members of the Tactical Support Unit are expected to attend at least one additional training session per quarter. There are 12 training days provided per year, and members try to attend once a month. Most manage to make multiple training sessions per quarter. Because Tactical Support members are also fully trained as PSU members, they are able to take on any PSU role and can supplement regular PSU teams as required making them very versatile.

Each member of the Unit must re-certify on the basic tactics and meet firearms qualifications standards each year. Their standards are the highest of all areas within the VPD because it is a requirement to qualify in full PSU gear (e.g., helmet, mask, gloves, etc). In addition, Tactical Support Unit members are qualified at the “instructor” level for chemical munitions.

Mounted Unit and Dog Squad

Although horses and dogs were not to be used in crowd control situations under the previous method of crowd management that the VPD utilized, with specialized training these animals can be hugely beneficial to managing a crowd under the UK model. The animals and their handlers are given specific training to ensure that they can handle the stress of the crowd.

The VPD dogs are certified annually under the BC Municipal Police Dog Training Standards and receive additional public order dog tactics training. The handlers receive the same basic training as all other PSU members. In total, the VPD has six trained dogs and handlers, as well as a dog commander without a dog.

Gradual training is particularly important for horses as, without it, the horses can become very dangerous to themselves, the rider, and others. However, they provide a visible presence that can be very important in a crowd management situation. The horses are trained using a variety of scenarios including nuisance training, troop drill and PSU training. The intensity of the training increases over time

until they can be deployed to events such as the Celebration of Light and protests. They do, however, require officers on foot or on bikes to assist with removing barriers or obstacles.

Bicycle Squad

Prior to the 2010 Olympics, the Bicycle Squad was expanded and embedded into the Public Order Group and thus received the PSU basic training as well as training specific to bikes in a crowd. Referred to as a “quick response team,” the bikes are particularly useful for gathering intelligence as they can move quickly through the crowd over large areas, and can assist in establishing police lines.

All bicycle officers receive a bicycle specific training course, which includes lectures on crowd psychology and crowd management. By embedding the squad within the Public Order Group, this ensured that the officers were able to work together effectively. Since the Olympics, there has been no additional training due to budget limitations, though there are still trained officers available for events when needed.

Search and Canvass Team

All Search and Canvass Team officers qualify by attending a Basic Search course that was adapted from the Police National Search Centre in the United Kingdom. This course trains and qualifies selected members to an established level in order that they may carry out their role as a qualified member of a search team. The course provides officers with a practical skill set as well as the strategic guidelines for offensive and defensive building searches and also covers topics such as terrorism awareness, suspect packages, VIP route searches, searches of persons and vehicles, crime scene searches and searches for missing persons. Approximately 500 Municipal and RCMP officers, including almost 300 VPD officers, have been trained in this course. The course was accepted as a national standard in 2009 by the RCMP.

There is also an advanced search course meant to train those supervising or coordinating a search. This is a more strategy-based course, and teaches the planning of searches as well as risk and threat assessments. It also includes assessing situations for mortar threats and MANPADS (Man Portable Air Defence Systems) attacks. Twenty-two RCMP and VPD officers took this course in preparation for the Olympics.

Neither course has been offered during 2011 due to a lack of funding. As well, there is no one to coordinate the delivery of the program as the PSU coordinator position is currently vacant.

Device Extraction Team

Some individuals, particularly in a protest situation, will use various methods to link themselves together or to cause disruption by chaining or attaching themselves to existing street furniture or creating their own direct action devices such as sleeping dragons or tripods. Generally their goals are to disrupt an event, prolong a protest, attract media attention or frustrate police tactics. The Device Extraction Team specializes in the safe extraction of protestors from such devices using specialized cutting and safety equipment.

EOPS Planners

EOPS planners are responsible for planning and scheduling the resources to be deployed during an event. There is currently no specific formal training for operational police planners. The officers receive

training from the NCO and senior officers on a one-on-one basis upon arrival to EOPS on the various systems in place and how to plan for events.

The majority of planning staff that currently work in EOPS, including the current Sergeant and the Inspector, are veterans of the 2010 Winter Olympics. As the playoffs progressed, additional planning staff were brought in to assist EOPS.

Regular Patrol (Non-PSU Staff)

All police officers receive a minimal amount of training in the Police Academy at the Justice Institute of British Columbia. Recruits are given two hours of crowd control theory. However, there are training hours delivered on related topics such as seven hours on Chemical, Biological, Radiological, Nuclear and Explosion incidents, and numerous hours of training on use of force topics such as multiple assailants, ground fighting and the like.

As a result of the 2010 Winter Olympics, the VPD provided all officers with two hours of theory-based training in crowd psychology, information on Molotov cocktails and classroom based scenarios as part of in service training. The VPD has only hired a handful of officers since the Olympics, thus with few exceptions, all VPD officers have this training.

Equipment Standards

The equipment used by the VPD's PSU is quite different from that used in the past. With the change in crowd management models, the equipment necessarily changed as well. Previous equipment was bulky and meant for marching and standing. It was not meant for quick movements nor did it have various levels to accommodate the nature of the crowd.

There are four levels of dress for PSU officers outside of their regular duty uniforms (see Table 4). Because the gear worn by police can have a significant impact on crowd dynamics, it is important that the uniform used is appropriate to the threat in order to have the most positive impact on the crowd. Also, it is important that the PSU officers are able to deploy quickly and get into different levels of dress when required on short notice. To manage this need, the VPD has four Sprinter vans (large high-roof vans), each of which can carry two sets of shields and personal protection equipment for a PSU team (seven officers plus one supervisor), as well as the police officers in the team.

Table 4 - PSU Levels of Dress

Level of Dress	Uniform/Equipment Worn
1	Black PSU issue uniform with issue ball cap, fluorescent vest, and patrol duty 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, respirator, handcuff pouch, Oleoresin Capsicum (OC) spray, plus other optional equipment. No firearms or conductive energy weapons are to be worn by front line squad officers. Tactical Support officers 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.

Special Event Planning in Vancouver

The City of Vancouver and the VPD successfully and effectively collaborate on hundreds of events each year. Thanks to the experiences with the Olympics in particular, the City of Vancouver and the VPD have

gained a positive reputation for their ability to plan events and manage crowds. Given the large number of events occurring within Vancouver each year, the City of Vancouver has developed a process to assess special events and ensure they are safe. A special event can be described as any event that:

- Will be conducted in any public areas or events on private property which are likely to impact public areas;
- May potentially obstruct, interfere with or delay the normal flow of pedestrian or vehicular traffic; and
- May result in the need for attendance of emergency services (Police, Fire, or Ambulance) for public safety reasons.

The event may be an annual event or a singular occurrence; it may last a few hours or several days; it may be open to the public or for restricted participation; it may be ticketed and/or free and it may be subsidized, sponsored, commercial or corporate. Special events can have a varying number of participants and general attendance can vary from a hundred to several hundred thousand people.

City of Vancouver Event Planning Process

Special event organizers must make an application through the Special Event officer in Engineering Services. The event organizer submits their major event application for approval to Special Event Staff, including the Festival Expediting Staff Team Committee (FEST, which is chaired by Special Events). Special Event staff will review and either approve the application or reject it. If the application is rejected, the applicant can modify the application and re-submit it. The City of Vancouver has three types of approval: Permission (permit), approval letter, or license agreement (law/risk management). If the event is approved, FEST will meet and liaise with all the other departments that are needed (City of Vancouver Engineering, VPD/VFRS, TransLink, Park Board, etc.) to coordinate everyone's responsibilities. Though FEST can impose conditions on the event, they have no authority to enforce those conditions:

The real problem we identify more and more now is the fact that, because we don't have a by-law we can't write an official 'permit' that can be enforced, and we have no authority to enforce the conditions we impose on an event. – Communication from City of Vancouver

For larger events there is also a Contingency Planning Group. This group is headed by Emergency Management and is responsible for reviewing the risks associated with the event and to develop contingency plans and adjust as needed. The group also creates the platform for integrated planning of first responders and other agencies and may activate the Emergency Operations Center as necessary. The group members include:

- VPD-EOPS;
- Fire and Rescue Services;
- BC Ambulance Service (BCAS);
- Engineering-Street Operations, Filming & Special Events, Sanitation, Traffic Management;
- 311 (the City of Vancouver's telephone information system);
- City of Vancouver Corporate Communications;
- E-Comm Operations;
- Vancouver Coastal Health Emergency Management;
- TransLink;
- Providence Health Authority;

- Public Health Services Agency;
- South Coast British Columbia Transportation Authority Police Service;
- Fortis BC; and,
- Other partners as needed.

Any issues related to traffic and traffic management (e.g., planning street closures, traffic management and infrastructure) are the responsibility of the City of Vancouver's Transportation Division. This group works with several partners, such as the VPD and other police agencies, TransLink, Transport Canada, Ministry of Transportation and Infrastructure, BCAS, BC Ferries and truck and taxi companies to ensure public safety.

The FEST Committee provides planning assistance as well as recommendations to the applicant, so that the residents of Vancouver are not adversely affected and public safety is maintained. Events in parks must receive specific approval from Park Board staff. Council approves events annually subject to detailed arrangements being worked out between event organizers and FEST. In addition, in some cases (e.g., demonstrations or small events) the VPD will work directly with the organizer to ensure public safety.

The event organizer is responsible for planning the special event and for developing risk assessment and operational and intelligence plans. These plans must take into account the anticipated impact on the community and include preparing a crowd management safety plan that will limit risks to the participants and/or guests. Police work in cooperation with event planners, facilities, city departments and the community in order to ensure appropriate steps are in place to manage risk. These include, but are not limited to: minimizing the impact on the travelling public (both pedestrian and vehicular); property destruction; vandalism; injury due to crowd behaviour; civil disobedience and loss of life.

The event organizer and/or the facility management team are responsible for spectator management and crowd control. These functions, however, may pass to police, fire and emergency medical services when the situation is beyond the resources and capability of the organizers. The police will work in cooperation with all event organizers to determine the scope of the event, the risks or hazards to spectators and participants, community impact and the emergency support that may be required (e.g., personnel and logistics).

The FEST Committee and the Contingency Planning Team were activated for the planning of the Stanley Cup playoffs. The typical process was followed in an expedited manner and the event plans went before the City of Vancouver's Corporate Management Team (CMT), which is more scrutiny than most events receive. As is customary with most events, VPD was able to voice their opinions and raise issues through the FEST Committee and the Contingency Planning Team as the plans evolved. No one group has the power to "veto" an event; however, if there were significant public safety concerns, any event organizer would be hard pressed to defend the event being held without addressing any safety issues raised by the police. It is also important to maintain positive working relationships, and as such, collaboration and compromise are the methods the VPD prefers to utilize in its participation in these committees.

VPD Budgeting Process

The financing for the policing of events in Vancouver depends on whether the event is considered a civic event or not. If the event is deemed to be a civic event (i.e., sponsored by the City of Vancouver), then the costs of policing the event are covered by the City with no impact to the VPD's budget.

As the VPD is an entity that reports to a Board that is separate from the City, reporting a deficit may give the public the impression that the VPD is not fiscally responsible, regardless of the cause. The Board and VPD Senior Management are fiscally responsible and have complete respect for the use of taxpayer's funds, but ensuring public safety is the top priority.

For non-civic events, EOPS is provided with an annual budget to cover the costs of policing these events during the year. In some cases, the organizer of the event is responsible for paying for the associated policing costs (e.g., Greek Days, Pride Parade). If the number of events, or the nature and magnitude of the events, is such that the EOPS budget cannot cover these costs and the event organizer is not required to cover its policing costs, then the VPD must cover these costs from within other areas of the operating budget. If the VPD does not cover the costs of the events from elsewhere in the Department's operating budget, then the VPD may be forced to report a deficit at fiscal year end. As a result, the VPD is required to compensate for the costs by re-allocating funds within the current budget, if and where possible. In the case of the Stanley Cup playoffs, only the Live Site was deemed a civic event. Therefore, other than the costs of staffing required specifically within the Live Site, the balance of the costs incurred in the remainder of the city were borne by the VPD.

It should also be noted that the City of Vancouver has a contingency fund that covers unpredictable events, and there was an expectation, though not formalized, that the VPD would be provided funding from this budget should Stanley Cup costs push it into a deficit situation.

This system appears to be consistent with that of other large municipalities in Canada and the United States, at least for the policing of large professional sporting events. A survey conducted by the VPD's Financial Services Section asked several cities whether they were given special funding by their municipality to cover the costs of these events. In all cases, the police reported being 100% responsible for the costs of policing. However, Edmonton, Calgary, Toronto, and Montreal all reported that they could apply for contingency funding from the City if necessary. The common trend among the departments surveyed is that they try to absorb the costs associated with the playoffs within their current budget. When the costs are too high, they apply for assistance from the city contingency fund, which some cities grant while others do not.

In most cases, the VPD is responsible for covering the costs of policing special events within the city. Given that there are already significant budget constraints on the VPD as a result of the current economic climate, this has meant that the VPD must prioritize its operations based on necessity. Because reactive policing (i.e., responding to calls for service) cannot be neglected, it is the proactive services that tend to be curtailed. Proactive enforcement programs must operate with small or non-existent budgets to ensure that the needs of patrol and reactive investigative teams can be met.

During the planning process, VPD EOPS creates an Operational Plan. For large events where funding is a relevant issue (e.g., when there are large deployments of officers such as the Stanley Cup playoffs), VPD Finance reviews the calculation of the cost of the plan which is assessed by the Executive before it goes to the Police Board for approval and City Council for information. Generally, as long as there is an articulated justification for the costs, the EOPS plan is accepted. The VPD always notifies the Police Board and City Council of extraordinary expenses that may impact the VPD's ability to meet its budget targets. Such reports were provided to the Board during the 2011 Stanley Cup planning process on March 2, March 18, April 20, and June 15 and to Council on April 19, 2011.

VPD's EOPS Planning Strategy

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.

EOPS planned and managed almost 2,000 events in 2010, not including those events that were submitted by the City for VPD review but no additional police staffing was determined to be necessary. EOPS staff is responsible not only for the preparation and planning of the events, but also is in attendance at many of them. EOPS is one of the busiest sections of the VPD and at times the demands can result in excessive workloads for its officers and may impact the capabilities of the section to respond to demands in a timely manner. The Operational Review conducted by the VPD in 2007 did not recommend further resources at the time because a constable position was authorized in 2006 but was not yet filled. The impact of that additional position had not yet been determined and a reassessment of workload was recommended. This may be an appropriate time for EOPS to undergo this process. However, the staffing in EOPS increased by eight positions (two sworn and six civilian) since 2006. Despite authorized position allotments, the VPD operates in a dynamic environment and resources are constantly loaned between units. EOPS requested and was granted the assistance of two senior officers to assist in planning the final rounds.

For large events, the City of Vancouver Special Events Section holds a FEST meeting to allow for all relevant City of Vancouver departments to come together to discuss and plan holistically for an event. If a meeting is held, the lead planner or a designate represents the VPD.

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. However, in conducting this review, it became apparent that submission of de-briefs by supervisors at events is inconsistent. In some cases, the substance and depth of de-briefs provide little information to assist with future planning decisions.

VPD's 2011 Stanley Cup Preparations

Costs

The VPD's anticipated costing for the Stanley Cup playoffs has historically overestimated the costs and deployment needs. Given the number of factors which influence the playoff series outside the control of the police (e.g., weather, number of home and away games, crowd demographics, day of the week), anticipating the costs of policing the Stanley Cup playoffs is notoriously difficult. However, 2011 saw a change in approach. Because the actual costs of policing the playoffs had historically been substantially lower than the anticipated costs, the VPD brought the estimates more in line with the actual costs incurred in the past (see Table 5 and Table 6). Also, because there was a Live Site in Surrey in addition to the frequent gathering place at Scott Road and 72 Ave, as well as people gathering on South Fraser Way in Abbotsford, the VPD initially expected that the crowds wanting to watch the hockey game would be spread out to other municipalities, thereby reducing the pressure on Vancouver's downtown. In fact, for a large proportion of the playoff series', there were more people in the Surrey area than in Vancouver celebrating Canucks games. It was only as of the last round of the playoffs that Vancouver became the place to go to celebrate.

Table 5 - Estimated VPD Policing Costs for Stanley Cup Playoffs

	2007	2009	2010	2011
Round 1	\$182,671	\$79,029	\$72,994	\$32,884
Round 2	\$232,700	\$79,029	\$72,994	\$42,254
Round 3	\$337,854	\$175,776	\$176,904	\$145,202
Round 4	\$769,070	\$641,823	\$645,339	\$427,931
Total	\$2,137,474	\$975,656	\$968,232	\$648,271

Table 6 - Estimates and Actual Costs of Policing Stanley Cup Playoffs as of August 18, 2011

	Games	Estimated Minimum	Pro-Rated Estimate *	VPD Costs***	Variance
2007					
Round 1	7	\$ 182,671	\$ 182,671	\$ 184,272	\$ (1,601)
Round 2	5	\$ 232,700	\$ 157,289	\$ 53,932	\$ 103,357
Totals	12	\$ 415,371	\$ 339,960	\$ 238,204	\$ 101,756
2008					
Vancouver Canucks did not make the Stanley Cup playoffs					
2009					
Round 1	4	\$ 79,029	\$ 40,258	\$ 26,282	\$ 13,976
Round 2	6	\$ 79,029	\$ 66,105	\$ 51,346	\$ 14,759
Totals	10	\$ 158,058	\$ 106,363	\$ 77,628	\$ 28,735
2010					
Round 1	6	\$ 72,994	\$ 60,592	\$ 21,990	\$ 38,602
Round 2	6	\$ 72,994	\$ 60,592	\$ 17,813	\$ 42,779
Totals	12	\$ 145,988	\$ 121,185	\$ 39,803	\$ 81,382
2011					
Round 1	7	\$ 32,884	\$ 32,884	\$ 49,429	\$ (16,545)
Round 2	6	\$ 42,254	\$ 42,254**	\$ 41,001	\$ 1,253
Round 3	5	\$ 145,202	\$ 97,564	\$ 61,841	\$ 35,723
Round 4 Games 1 to 6	6	\$ 284,429	\$ 284,429	\$ 530,343	\$ (245,914)

	Games	Estimated Minimum	Pro-Rated Estimate *	VPD Costs***	Variance
Round 4 Game 7	1	\$ 143,862	\$ 143,862	\$ 444,943	\$ (301,081)
Totals	25	\$ 648,631	\$ 600,993	\$ 1,127,557	\$ (526,564)
<p>* The Pro-Rated Estimate takes into consideration that not all 7 games may have been played in any given series and adjusts the estimated cost of the round based on the number of games actually played as per reports submitted to the Vancouver Police Board. The estimate for Round 4 Games 1 to 6 in 2011 was based on the original estimates provided to the police board for these 6 games, for this reason the estimate is equal to the pro-rated estimate. The same is true for Round 4 Game 7 in 2011, however, the costs for Game 7 are not yet finalized.</p> <p>** The final estimate is for Round 2 is the same as if the series lasted 7 games as no resources were expected to be deployed on overtime for away games unless they were deciding games.</p> <p>*** VPD Costs consist only of overtime costs associated to policing the Stanley Cup playoffs with the exception of Round 4 Game 7 in 2011. For this game, the costs of overtime associated to police resources in the Operational Plan, overtime associated with additional internal and external resources deployed, and damaged police equipment are included.</p>					

The estimated costs for the 2011 playoffs were fairly close, with Rounds 2 and 3 costing less than the estimates. However, Round 4 was substantially over the estimated costs. This can be attributed at least in part to the addition of the CBC Live Site and the City of Vancouver Live Site, both of which were unexpected and had significant impacts on policing requirements. Though there was a cost-recovery agreement in place with the City of Vancouver's Engineering department (detailed below), additional resources were required to police the area and officers were required to work longer hours than in previous rounds which contributed to the costs. Also, as the Vancouver Canucks have not made it past the second round since 1994, the VPD did not have prior costs to use to form the estimate for 2011. Because of the extraordinary policing costs associated with a regional event of this size, a letter was sent to the Solicitor General on June 3 from Chief Chu, Chief Cessford, and Chief Rich on behalf of the VPD, Delta Police, and Abbotsford Police requesting financial assistance for policing the final series of the playoffs. The following comments were included in the letter:

We would like to assure you that the police agencies in the Lower Mainland have been meeting on a regular basis to coordinate consistent crowd engagement practices, media messaging, and the sharing of resources. Our primary mission will be public safety. In our operational plans, we are deploying sufficient police resources to ensure the safety of the public and police officers is not compromised, but we also recognize the need to be financially responsible...To summarize, we are collectively asking for Provincial funding for the final round and victory parade policing costs. We have no choice but to police these extraordinarily large spontaneous and impromptu public celebrations. As a contrast, many communities in the Lower Mainland have no public celebrations, face no incremental costs, and experience lower policing requirements on Canuck game nights because their residents have migrated to celebrate this historic hockey series in our jurisdictions.

Across the three agencies, costs were estimated at \$824,128 with an additional estimate of \$116,960 for the victory parade (if it were to be required). On June 10, the Solicitor General denied the request for funding stating that the government would not provide funding in excess of the funding it already provides annually to all cities in BC from traffic fine revenue, intended to defray policing costs. In Vancouver, this funding goes into general revenue for the municipality.

Table 7 - Total Policing Costs for 2011 Playoff Series as of August 18, 2011

	VPD Policing Costs*	City of Vancouver Policing Costs**	Total Policing Costs
2011 Playoffs			
Round 1	\$ 49,429	\$ 0	\$ 49,429
Round 2	\$ 41,001	\$ 0	\$ 41,001
Round 3	\$ 61,841	\$ 10,016	\$ 71,857
Round 4 Games 1-6	\$ 530,343	\$ 83,153	\$ 613,496
Round 4 Game 7	\$ 444,943	\$ 20,456	\$ 465,399
Totals	\$ 1,127,557	\$ 113,625	\$ 1,241,182

* VPD Costs consist only of overtime costs associated to policing the Stanley Cup playoffs with the exception of Round 4 Game 7 in 2011. For this game the costs of overtime associated to officers in the Operational Plan, overtime associated with additional internal and external resources deployed, and damaged police equipment are included.

** City of Vancouver Policing Costs consists of the costs associated with police resources initially deployed to the Live Site as indicated in the Operational Plans.

The City of Vancouver Engineering department drafted a Council Report requesting funds be drawn from the Contingency Reserves to cover the costs of the Live Site. The report did not include any other Stanley Cup policing costs borne by the VPD. Though the report did not go to Council, the City of Vancouver has agreed to cover the policing costs associated with the direct deployments to the Live Site (Table 7), notwithstanding the impact on policing resulting from the existence of the Live Site.

Integration with Other Agencies

Vancouver, as a core city, typically serves as host to people living in the surrounding municipalities for many entertainment, cultural, and professional events. Because most events within the city of Vancouver are regional events, it is important for the VPD to work with its partner agencies like E-Comm, Vancouver Fire and Rescue Service (VFRS) and BCAS as well as the police agencies of the surrounding cities. This is typical of any large event being held in Vancouver (e.g., the Celebration of Light), where people from surrounding areas tend to congregate in Vancouver.

In planning for the Stanley Cup playoffs, there were several regional meetings held. On May 27 and June 2, representatives from the various departments met to discuss each agency's plans and needs during the playoffs. In the May 27 meeting, it was decided that Delta, New Westminster, West Vancouver and the RCMP would send resources to Vancouver to assist the VPD if needed. In addition, the South Coast British Columbia Transportation Authority Police Service (otherwise known as the Transit Police), New Westminster Police and the Richmond RCMP agreed to assist with alcohol seizures on transit routes coming into Vancouver. The RCMP agreed to send officers as part of their Tactical Troop to Vancouver. It was later determined that these resources would be funded by the RCMP, not the VPD. Subsequent to this meeting, Transit Police agreed to deploy an additional 35 officers to SkyTrain and Canada Line stations. To further improve transportation options, TransLink planned to increase service for public transit options, and planned for Robson Street closures by changing from trolley buses to diesel buses.

At the June 2 meeting, the VPD requested more resources from the RCMP for future games and there was general agreement that transit and Granville Street were exceptionally busy for games. The accessibility of radios for officers to use was discussed to ensure adequate supplies were available. It was also decided that Gold Command would be activated for Game 2 as a "practice run" and then for

deciding games thereafter. It is unclear how much discussion occurred around contingency plans or addressing public disorder.

In addition to other police agencies, the VPD also consulted with VFRS and the BCAS. VFRS also included VPD in the distribution of their staffing deployment and contingency plans. This included emphasis on the need for VFRS staff to work with the VPD to minimize excitement in the crowd (e.g., by not using horns or sirens to move large crowds off streets to make way for Fire vehicles) as a result of lessons learned in the past. As well, after consultation with the VPD, the VFRS determined that Fire Inspectors would be determining the maximum occupancy at both of the Live Sites.

BCAS medics are embedded within VPD PSU sections and the VPD was kept informed of the schedule and additional staffing deployments by BCAS. Both BCAS and VFRS were also aware of the VPD's Operational Plans through the use of a Deconfliction Unit to facilitate communication across the agencies during the events. The Deconfliction Unit (VPD, VFRS, and BCAS) was essential for sharing information and intelligence to efficiently prioritize incidents and inform the resources on the ground, on dispatch, and in the command centres.

Finally, the VPD also consulted with the Liquor Control and Licensing Branch (LCLB). The LCLB did work with the private liquor stores in April at the beginning of the playoffs. Further, they advised the VPD that they had four liquor inspectors out during both home and away games. For Round 4, Game 6, after excessive public liquor consumption was obvious at Game 5, the LCLB decided to close the liquor stores at 1600 hrs, after hearing from many stakeholders. For Game 7, government liquor stores closed voluntarily and private stores were ordered to close at 1600 hrs by the LCLB.

Though consultation and advising does not, in and of itself, constitute a collaborative or integrated planning framework, the VPD typically engages key partner agencies in some capacity during its planning process. However, given that the Operational Plans for the Stanley Cup playoff games were typically not distributed until the day before the game, it has been argued that there was not enough time given to partner agencies to give feedback to the VPD or to work collaboratively on the Plan. Overall, EOPS consulted with or advised the following agencies of the VPD's Operational Plans for all rounds of the playoffs:

- BC LCLB
- BCAS
- VFRS
- E-Comm
- Transit Police
- Lower Mainland RCMP Tactical Troop
- Abbotsford Police Department
- Richmond RCMP
- New Westminster Police Service
- Surrey RCMP
- North Vancouver RCMP
- Burnaby RCMP
- RCMP Regional Duty Officer
- RCMP Island Tactical Troop
- Delta Police Department
- Port Moody Police Department
- West Vancouver Police Department

E-Comm was involved in the City of Vancouver Contingency Planning meetings held to discuss the playoff plans of the various agencies (e.g., Police, Fire, TransLink, Fortis BC). Apart from this and their inclusion in the distribution list for the Operational Plans the VPD created, it does not appear that the VPD was involved in any consultation or collaborative planning directly with E-Comm. Each agency had made plans for the playoffs, but there appears to have been little discussion or coordination between the two.

City of Vancouver and CBC Live Site

The BC Police Commission noted in their 1994 report that showing the game at the PNE grounds created a large proportion of the problems that contributed to the riot in 1994. However, the 1994 riot occurred on Robson Street where there were no designated public gathering sites and people were free to congregate wherever they liked. In the report on Montreal's 1993 riot after the Montreal Canadiens Stanley Cup win, it was noted that the decision to show the game on a big screen downtown resulted in a recommendation to keep any big screen viewings out of the downtown area,¹¹ to minimize damage if trouble erupted and to assist police in managing crowds. Additionally, Boston's Mayor and police department publicly discouraged citizens from gathering downtown and near their arena for Game 7, with such measures as: no viewing of Game 7 in the arena, blacking out windows to bars (to minimize crowds gathering outside), preventing citizens from entering bars after the conclusion of the second period of Game 7, and barricading the streets around the arena to prevent fans from congregating.

There is no clear answer as to whether the creation of public viewing sites invites trouble. Instead it is likely a function of a variety of factors that change the dynamics around the site. However, the experience in Montreal in 1993 (among others) was that the use of big screens to publicly show the games contributed to the riots that ensued, but the 1994 riot in Vancouver demonstrated that people would plan to gather downtown whether or not there were screens and Live Sites.

During the 2010 Winter Olympics, several Live Sites were set up to allow fans to watch the games on large screens. Though free, the Live Sites were fully enclosed with proper high fencing and very thorough security checks were done prior to entry to the site. Additionally, the viewing screens were not visible to those outside the site, thus preventing crowds from amassing outside to watch the screens. There were exceptions to this during the Olympics where large screens were used outside the sites for public viewing. These viewing areas were at Robson Square and Canada Place which were open, family friendly and filled with activities and entertainment. These sites were immensely popular and there were no significant policing challenges within the sites, even during the gold medal hockey game where crowds were at the recommended capacity, likely because of significant differences in crowd make up, alcohol consumption levels, and the type of event the sites were supporting. Beyond the Live Sites, the crowds in the public domain during the Gold Medal Game were enormous (approximately 150,000) across the whole downtown and there were no significant issues. Building upon this success, the City Council gave direction to city staff after the Olympics to have street celebrations when possible. Moreover, one of the POCs working during the first round of the playoffs also suggested the idea of a Live Site given their popularity during the Olympics. He recommended that the establishment of a Live Site/Celebration Zone at Jack Poole Plaza be brought to the attention of City of Vancouver staff. The suggested location's distance from the GED could help by potentially separating "true fans" from those who use the crowds as an opportunity to hide criminal behaviour. Though Jack Poole Plaza was

¹¹ Malouf, A., (September 1993). *Report of the Special Inquiry into the Disturbances Following the Montreal Canadiens' Stanley Cup Victory*. p136.

discussed as a possible venue by mid-level managers at the VPD and the City of Vancouver, it was never brought to the attention of high level managers at the City of Vancouver

Initial Planning for the Stanley Cup Finals

Viewing Areas at CBC Plaza

The planning by the City of Vancouver and the VPD (and other relevant agencies in Vancouver) from mid-April until mid-May was focused more on local street closures requested by the Canucks adjacent to Rogers Arena and on contingency planning. Meetings and email communications occurred regularly, however few formal minutes of meetings were kept. On May 10, a CKNW news release stated that the City was attempting to find public space and screens to show the games since so many people had been coming downtown to celebrate while this preceded any actual decision on a specific site. This demonstrated the significant demands that the public and the media were making for public celebration sites. The first “fan zone” was at the CBC plaza in the 700 block of Hamilton Street. In response to the public and media expectation of a public viewing site, the City partnered with the CBC to close Hamilton Street adjacent the CBC building in order to use the CBC’s existing screen (a permanent screen mounted to the side of their building) to create a family oriented viewing zone, which included face painting for children. During its second game of operation, food vendors and port-a-potties were added. It was fenced as of Round 3, Game 5 as the crowd had grown and the road closures were not sufficient to ensure public safety.

After a number of relatively uneventful games at the CBC site on Hamilton Street, it was clear that the demand would be greater than could be accommodated at that location. On May 26 the City of Vancouver began discussing the possibility of an additional site. This phase of planning, lasting until the first game of Round 4 on June 1, included a number of meetings and discussions within the City of Vancouver including major elements of the FEST committee, the Emergency Management Group and the Corporate Management Team. Also on May 26, a Contingency Planning meeting was held and much of the discussion focused on issues that had come up with the CBC site, namely liquor and crowds. There were also discussions regarding an alternate overflow site on Granville Street, which was still in development. Over the next several days, City staff was busy organizing the logistics of the site; arrangements were made to have the roofs or glass from bus shelters removed on Granville Street., Fire, VPD and Engineering agreed to work together on traffic and crowd management plans, and there was discussion regarding the VPD recommendations around fencing and limited access points as well as financing and contingency funding.

Viewing Areas at Granville Street

On May 29, it was decided that the new site would be located in the 700 block of Granville Street for both home and away games and screens were arranged. On May 30, the VPD held a meeting internally to discuss the fences and the possibility of ticketing the Live Site. The decision was made to communicate the VPD’s position that ticketing was necessary (free and distributed through libraries and community centres). The VPD also requested that a City employee be identified who would be accountable for each site. BrandLive was engaged by the City of Vancouver and designated as the site manager for each site; these individuals attended the Contingency Planning Team meeting on May 31 and were introduced to the group; their coordinates were circulated for all to have available. In addition, it was noted that the City of Vancouver was going to remove potential projectiles in the area to prevent their use as weapons should the crowd become unruly.

The request by the VPD for fencing and ticketing were passed on to the City the same day, specifically requesting eight foot modular security fencing and ticketing as well as a designated site manager responsible for each site. Ultimately, and in consultation with the VPD liaison as well as VFRS and BrandLive, the City agreed to put in fencing of varying heights around the Site. The fencing height ranged between four and eight feet. There was discussion around ticketing and it was decided that it was not realistic given the timeline and staff resources available. Further, logistics around access (e.g., the green carpeted runways), and site coordination for vending, illegal activity and security were determined in consultation with VPD, City Staff, BC Ambulance and VFRS. The use of CCTV cameras was also discussed and some were implemented for the beginning of Round 4.

At about the same time, on May 31, the VPD was notified that Canada Place was showing the Canucks game on an existing advertising screen on the exterior of their building as well. They generally had crowds of about 500 people up to this point and would be monitoring this to ensure coordination with VPD if the need arose.

Also on the 31st of May, the City of Vancouver discussed the plans for the Live Site at a City Council meeting. Key points made at the meeting were the following:

- It had been discussed with FEST, VPD and TransLink (among others);
- Fencing would be implemented at the request of the VPD; and,
- Financing was unclear at this point, but the expectation was that all stakeholders would work to absorb the costs into their budget. Contingency funds may or may not be requested.

The City of Vancouver and BrandLive had some concerns over the fencing of the site. The City of Vancouver and BrandLive were concerned that the fences, conservative capacity limits and potentially lengthy security checks would mean that the Site would have long line-ups and appear under capacity. The concern was that the appearance of the empty Site would create tension in the crowd watching from outside the fence and potentially result in more problems than the fencing was intended to resolve. It was agreed by FEST that security would not do bag checks on everyone but use a risk managed framework targeting individuals that appeared to pose a risk to the desired family friendly viewing near the screen. Further planning at a Contingency Planning meeting prior to the game defined the roles and responsibilities of all parties involved in case of any incidents. The VPD was assigned to restore order, coordinate traffic and crowd control and investigate criminal activity. An evacuation plan was also organized by City of Vancouver staff and within that Plan the VPD's responsibilities were to:

- Take responsibility for the evacuation once a decision has been authorized to evacuate a site (emphasis added);
- Enforce mandatory evacuations;
- Patrol the evacuated areas to ensure all the inhabitants have left, secure the perimeter;
- Perform door to door evacuations with the aid of other departments (preferably uniformed staff from Parks, Engineering);
- Work in conjunction with Engineering Operation branches in coordinating use of equipment;
- Assign officers to control access at various locations; and,
- Perform check in functions, directing authorized personnel to proper areas.

Viewing Areas on Georgia Street

On June 5, after Game 2 of the finals, following discussion at the level of City Management Team (City Manager, Deputy City Manager, Chief or Deputy Chief Constable, City Engineer) the decision was made to move the Live Site from Granville Street to Georgia Street. Issues with sight lines and narrow streets with larger crowds meant Granville Street was no longer a viable site. The Live Site on Granville Street was moved for a number of reasons: it was too narrow a corridor to accommodate large crowds and blocked pedestrian access to businesses. The VPD had expressed concerns over the site on Granville Street on June 2nd. More specifically, four officers were injured during the evening of Game 2 (including one at the CBC site) and crowds were overflowing the area causing significant safety concerns. Until about 2300 hrs on game nights (note the game ended at about 2000 hrs), there were more people coming into downtown via the SkyTrain than were leaving. The VPD had suggested a number of alternative sites (e.g., Telus World of Science/Concord Lands, Andy Livingstone Park, the vacant land between the Olympic Village and the Cambie Street Bridge, and David Lam Park). These sites were explored by City staff prior to activating Granville Street however, for a variety of reasons, including licensing requirements and tight time lines, time for notification of owners, other activities and issues related to park sites, the alternatives were not considered viable for the second site. After further discussion, it was agreed that the West Georgia site was a better alternative to the Granville site. The Live Site remained on West Georgia Street for the remainder of the finals without further changes and was considered by all parties to be a significant improvement over the Granville Street location.

As a result of growing crowds at Canada Place, there was some discussion between the City of Vancouver and the VPD's EOPS about adding police resources for street closures and a uniformed presence in the area. However, the City of Vancouver did not wish to have another City-sanctioned Live Site and simply asked the VPD to keep an eye on the situation there. The Canada Place screen, in any event, was relatively small which was expected to limit the popularity of the site and limit further growth of a crowd.

VPD Operational Plans

Generally speaking, the planners in EOPS draw up the Operational Plans used for any event in advance of the event. For events like the Stanley Cup where there are multiple plans needed, the plans are then adjusted for each game to reflect current intelligence, changing circumstances, and issues that were experienced in previous events. It should be noted that there was no political or bureaucratic interference in VPD's operational and deployment decisions. These decisions were made by VPD management and EOPS staff and discussions were had with the Mayor, City Council, the City Manager and members of the City Management Team.

The VPD gathers intelligence in a variety of ways for all events occurring in Vancouver. The Department has several sections that are responsible for intelligence gathering and this information is passed on to EOPS for consideration in their planning. Importantly, there was no substantiated intelligence received or gathered by the VPD that a riot was going to occur. Thus, the Operational Plans were developed with this in mind.

Operational Plans are distributed to all relevant command staff, and officers who are to be deployed to that event. In the case of the Stanley Cup playoffs, the plans were normally distributed the day before or the day of the game because of the short time between games. Officers working in the area of the event are normally notified of the plans. However, interviews with officers and internal questionnaires

conducted as part of this review indicate that many on-duty officers, who were subsequently re-deployed to respond to the disorder and the subsequent riot, were not aware of the Operational Plans.

Prior to each event, deployed officers are briefed on the Operational Plan via a PowerPoint presentation. All supervisors are given the briefing and expected to pass on the necessary information to their squads. On June 2nd the Chief Constable sent out an e-mail to all VPD staff that highlighted the successes seen in the playoffs so far as a result of the “meet and greet” strategy and expectations around policing style for the event. The Operational Plan briefing presentations were overwritten before each game so there is no information as to what officers were briefed on, from these presentations, previous to Round 4 Game 7. However, the general content of the briefings did not change, though the specific details obviously did. For the final game of the Stanley Cup in 2011, the briefing presentation included the following materials:

- A list of the command staff as found in the Operational Plan;
- The objectives for the evening (ensuring public safety, preventing damage to property, and moving the public out of the area as quickly as possible at game end);
- The deployment for Game 7;
- A recap of the playoffs to date;
- An articulation of the enforcement approach, including a liquor “cheat sheet” with common Criminal Code offences and Liquor Control and Licensing Act regulations;
- An articulation of the need for statistics gathering (specifically in terms of city of residence when doing a liquor pour out);
- A reminder about crowd management and the fact that the media and cameras are everywhere, (e.g., high five and meet and greet);
- A reminder of the VPD’s media messaging for the evening;
- A reminder of radio channels;
- A reminder of how the overtime process works; and,
- How to handle any additional patrol resources that are brought in.

The planning for each of the four rounds in the Stanley Cup playoffs was constantly revised from the original deployment plans presented to City Council based on experience and intelligence gathered. The following descriptions of the deployments for Rounds 1 to 4 of the playoffs and the reasons for the changes between games are based on the Operational Plans that were created by the VPD.

Command Structure

Because the levels of command varied depending on the round and the game, a matrix has been created to summarize the command levels used throughout the playoff series. Until Round 4, the highest commanding officer in charge was the POC (essentially Silver Command). Round 3, Game 5 saw the first use of the Tactical Advisor, but otherwise the preceding games operated normally with the POC, with the Duty Officer and EOPS managing the situation. Game 1 of Round 4, however, saw the activation of Silver Command (often referred to as the Department Operations Centre or DOC). In addition, deconfliction rooms were utilized and PSU Section Leaders were assigned to various functional and geographical areas (e.g., GED, Robson Street, Alcohol Interdiction). Round 4, Game 2 saw a test run of Gold Command and it was fully activated for Games 6 and 7.

In addition, the City of Vancouver activated their EOC, which operated independently but connected to Silver Command (or Gold when activated). The EOC is part of the Incident Command System (ICS) and is generally meant for disaster management but has been adapted for use in other types of events. The

EOC was activated for every game of Round 4 at Level 1 as it was at the 2010 Olympics. Level 1 activation is generally used for situations with the following criteria:¹²

- Small event;
- One site;
- Two or more agencies involved; and
- Potential threat of flood, severe storm or interface fire.

The VPD, like all police departments, protects information such as the number of officers deployed at events for operational and officer safety reasons. However, prior to this review being completed, the Operational Plan for Game 7 was leaked to a media outlet without authorization from the VPD. This fact combined with the VPD's desire to cooperate fully and in a transparent manner, makes the release of the following deployment details less problematic.

Round 1 versus Chicago Blackhawks

In the first round, there were very few problems and the threat assessment was "Low" for all seven games. The threat assessment looks at the type of crowd, expected number of people, the area the event will be held, intelligence that has been gathered, and other factors as needed to determine what level of risk there is to public safety. There were no Operational Plans developed for the away games. For the home games, however, the major changes implemented in the Operational Plans during Round 1 included the creation of a "Command Escalation Options" plan in Game 2 (also used in Games 5 and 7), calling out (i.e., requesting officers to come to work a specific assignment not part of their regular duty hours) a Liquor squad and LCLB inspector in Game 5, and the assistance of outside agencies to control liquor and intoxicated people from coming into Vancouver. In addition the total number of police increased substantially. There were no major incidents of note throughout the first round, though upon the series win in Game 7, Granville and Robson Streets quickly were packed with celebrants. The GED was closed to traffic by the POC, and the 800, 900, and 1000 blocks of Granville St were packed with people. The crowd dispersed on its own within a couple hours, with only a few reports of minor vandalism and mischief.

Round 2 versus Nashville Predators

In the second round, the VPD elevated the threat level to "Medium" as a result of the crowds and behaviours after Game 7 in the first round. Throughout the series, the VPD maintained this threat assessment level and deployed a POC in all the Operational Plans. As in Round 1, the Command Escalation Options plan was in effect for all games and outside agencies were aware of the VPD's plan. Though an away game (which had no Operational Plans up to this point), because Game 6 was a deciding game for the series, the VPD created an Operational Plan. Aside from traffic congestion caused by the public trying to get into the GED and Robson corridor by those living outside of Vancouver, there were few issues and the crowd was mostly in good spirits. Deployment across the series was generally similar to that of Round 1 with more traffic officers available, except during Game 6.

Round 3 versus San Jose Sharks

In the third round, the threat assessment level remained at "Medium." Few problems were experienced through this series, despite the fact that the CBC had begun to show the games outside, requiring Hamilton Street to be closed off between Georgia and Robson Streets. Crowds in the Live Site grew

¹² Information on the EOC is taken from the 2007 *Vancouver Police Department EOC/DOC Handbook*.

from about 80 people in Game 1 to 4,000 people in Game 5. The VPD maintained a similar level of deployment, including the POC and Command Escalation Options plan, though a squad was tasked with the CBC Live Site to manage that crowd and a smaller group was deployed for Game 4 because it took place at noon on a Sunday. Most notably, Game 5 drew a crowd of approximately 30,000 people after the Canucks' won. Traffic was shut down and after being lenient with the public walking on the streets, the VPD ultimately had to increase their enforcement efforts after two hours to try to bring some order back to the roadways. It was also observed that the level of intoxication had noticeably increased and the age of the crowd was much younger than it had been previously.

Round 4 versus Boston Bruins

As in Round 3, the threat assessment for all games in Round 4 was set at "Medium". However, several changes were made to more effectively police this series. For Game 1, the VPD activated its Department Operations Centre (DOC)/Silver Command for the first time since the playoffs began. The plans also allowed for game and post game deployments. Section Leaders (holding the rank of staff sergeant) were now assigned responsibility for liquor interdiction, Robson Street, Quick Response Team, and Traffic Plans. Because the level of intoxication of the crowds seemed to be increasing, a liquor interdiction plan was developed. This included LIMA (liquor) units from District 1 and 2 to conduct enforcement. The LCLB was also out conducting inspections. As well, PSU units were deployed for the first time, including BCAS medics and the evidence gathering team. Given the traffic issues caused by the road closures required in previous rounds, the VPD was proactive in Round 4 with traffic plans to minimize congestion and keep the public safe. As a result, Granville Street was closed before the end of the game and a Robson Street Contingency plan was developed in case a road closure was needed there. Much of the increased planning came as a result of the CBC Live Site and the new City of Vancouver site on Granville Street. Canada Place was also displaying the game on large screens but resources were not specifically deployed to this area because the crowd was generally small. Callout squads were deployed to each of the other sites to help manage the crowds. By the second period of the game, both sites were at full capacity. By the end of the game, Granville Street had an estimated 40,000 people in the area and celebrations were well underway. There were 356 liquor pour outs but only six arrests.

Game 2 was very similarly planned. Other than the addition of Gold Command (which was done as a trial run in case it was needed in future games) and the addition of Section leaders for the Live Sites and for PSU, the plans generally were the same. The PSU was called out as the fence at the Granville Street Live Site was overwhelmed and compromised by the size of the crowd. There were an estimated 70,000 people in the area after Game 2, with 900 liquor pour outs and 38 arrests. There were also injuries to four police officers during the evening as they dealt with people in the crowd, including a concussion and broken nose.

Games 3, 4 and 5 were again very similar. Throughout Round 4, the Emergency Operations Centre (EOC) was activated with the VPD providing an officer to act as a liaison. Both Games 3 and 4 were away games and the Live Site was only at half capacity (about 15,000 for each game) and resulted in far fewer alcohol related problems.

Game 5, however, saw the Live Site at capacity along with another 3,000 to 7,000 people watching the game outside of the Site. There was a noticeable increase in alcohol consumption and intoxication, despite the specific targeting of consumption by VPD and its partner agencies. The VPD recorded over 2,000 liquor interdictions and the Transit Police noted more than 850 pour outs at Granville SkyTrain station alone. As a result, there were hundreds of ambulance calls and numerous fights in the Granville

Mall area. At the end of the game, there were an estimated 70,000 to 100,000 people on Granville Street from Hastings Street to Drake Street.

Game 6 was potentially a deciding game and as a result, it was anticipated that there would be an increased number of fans in the downtown core. Because of the significant liquor-related issues in Game 5, the Province of BC's LCLB ordered that private and government liquor stores in the downtown core be closed as of 1600 hrs, a decision supported by the VPD, Vancouver Coastal Health Authority, BCAS, and Liquor Inspectors. To manage resources, Gold Command, made up of deputies and chiefs of Abbotsford Police, Delta Police, New Westminster Police, Port Moody Police, West Vancouver Police, the RCMP and the VPD, was set up in addition to the EOC and DOC being activated. A Tactical Response Plan was also created as a guideline for Silver (DOC) Command. A Silver Response Team (SRT) was established for this game as well. It was made up of a squad of PSU officers with two tactical officers and the Mounted Unit and would be ready to deploy in Level 3 gear to respond immediately if a tactical response was required. Mandatory call outs were implemented for PSU officers, Traffic officers, and the Lower Mainland Tactical Troop. Other agencies were asked to contribute resources and the RCMP, Port Moody, West Vancouver, Abbotsford, Delta, and New Westminster Police all contributed officers to assist the efforts of the VPD.

Game 6 also saw the development of a PSU Staging Plan, a mass arrest plan, a Public Order Disruption Contingency Plan, and the availability of a Critical Incident Stress Management (CISM) Trauma Team. The Public Order Contingency Plan was made to address worst case scenarios during a public order event. Stakeholders were consulted to ensure agreement about roles and responsibilities during the potential scenarios described in the plan.

The recently retired VPD Deputy Chief responsible for overseeing all VPD Olympic preparations, who has extensive major event planning experience, was asked to evaluate the Game 6 Operational Plan; his appraisal was very positive and all his suggestions were incorporated.

Mandatory call outs were also implemented to ensure enough officers were deployed. Because of the Canucks' loss, many people in the crowd (estimated at 25,000) left early and the liquor store closures resulted in substantially fewer pour outs (280) compared to Game 5.

Game 7 was planned very similarly to Game 6 with the exception being that there were a total of 33 more police resources deployed. The same plans and the EOC, DOC and Gold Command were all in place. Mandatory call outs remained in place. Outside agencies were aware of the plan and contributed officers to the planned deployment. Reciprocal agreements were in place to assist with any potential issues in other municipalities and arrangements had been made to ensure communication between the VPD and RCMP to manage resources wherever needed. It is important to note that there was no substantiated intelligence received by the VPD that a riot would be taking place and therefore resources were allocated and deployed on the basis of the information available to the planners.

During the game, many of the resources originally planned for areas such as Robson Street were redeployed to the Live Site due the massive crowds in that area. As with previous games, it was planned that Transit Police would provide a visible presence on SkyTrain station platforms to minimize alcohol coming into Vancouver. Also, as with the rest of the games in the final round, an investigative team made up of four plainclothes investigators and a sergeant were called out for Game 7. This team reported directly to the POC.

VPD Media Communication Plan

Once it was clear that the Vancouver Canucks were going to be in the Stanley Cup playoffs, the VPD's Public Affairs Unit began organizing their media messaging. Though not a part of the VPD's Operational Plans developed by EOPS, the messaging is consistent with the strategies planned for by EOPS. From the start, Public Affairs focused on the key messages listed below.

- Vancouver Police will have a very visible presence in and around the arena as well as the Entertainment District post game.
- We plan for all contingencies and will have adequate resources on hand to ensure public safety.
- The 1994 riot was 17 years ago and the city has matured since then.
- We police in a very different way now - officers are very visible on the street and out meeting and greeting the crowds early.
- The VPD has had extensive experience over the years dealing with large crowds as evidenced at the annual Celebration of Light and the 2010 Olympics.
- Officers will be out engaging crowds early in the afternoon and into the evening - this sets a good tone and deters any potential problems early on.
- There is intense fan interest that is continuing to build, and we are doing our part to make sure everyone coming downtown has an enjoyable, safe time.
- We are watching for open liquor and will be enforcing liquor laws. There's no place for liquor in large crowds and we are asking people to celebrate responsibly.
- VPD will be on hand to ensure everyone coming downtown feels safe in the crowds and has a good time.
- VPD is working closely with policing partners as people from across the region and the province are coming into town to celebrate the playoffs.
- While we don't anticipate a major public order disruption, we plan for every possibility as public safety is our first priority.

One of the biggest challenges that developed early on was trying to manage the intense media interest in whether there would be a repeat of 1994's riot. Local, national and international media all bombarded the VPD with questions about this issue, and it was a real concern that this focus would encourage people to engage in that type of behaviour, many of whom probably were not even aware there had been a riot in 1994, but for all the 2011 media attention. Because the VPD was wary that any public comments that a riot could occur would turn into a self-fulfilling prophecy, the VPD messaging focused on being positive in tone and hoping that this would help create a more balanced crowd demographic with more families and a mix of age groups. As well, the VPD reinforced messages about police presence and liquor enforcement to deter people from behaving irresponsibly.

According to Public Affairs, media requests escalated exponentially in the days leading up to Round 4, Game 1 on June 1. The VPD Public Affairs Section had, up until this point, been dealing with a wide variety of playoff related media requests, but once the final round schedule was announced, these requests increased significantly and became focused on liquor consumption and the potential for a riot. It is estimated that between May 25 and June 15, media officers responded to approximately 1,500 playoff related media requests by email in a ten-day period. The Communications Coordinator also handled more than 500 playoff related emails and requests in a ten day period. This number appears to be similar to the media requests handled during the 2010 Winter Olympics. In addition, the officers handled approximately 150 calls per day related to playoff questions between May 25 and June 15 from

local, national, and international media for a total in excess of 2,000 calls. Some days were as high as 200 media calls per day, as the US press was significantly adding to the volume.

In anticipation of escalating media requests, the VPD Public Affairs Section staffed two media officers full-time between June 1 and June 15. For each of the seven games, one media officer was assigned to the DOC and one to the Granville Entertainment District. The officer posted in the Granville Entertainment District was responsible for giving interviews before, during and after the games until the crowds had dispersed. The officer assigned to the DOC was responsible for relaying information on safety in crowds, traffic, transit options, statistics and egress routes to the Social Media officer for public updates. This allowed real time communication between the media, the front line officers and the command room. Media monitoring occurred on a daily basis, and social media responsibilities were assigned for all games. Twitter, Flickr, and Facebook were utilized frequently during all games to communicate directly with the public.

In keeping with the tradition of providing a post-event recap for media, the VPD Public Affairs Section planned to disseminate post-game statistics and incidents of note following each game in the series. These reports would be sent out electronically and media interviews granted upon request.

Issues Identified Prior to Game 7

Crowd Demographics

There are many factors within a crowd's makeup that may pre-determine the behaviour of that crowd. Age and gender are two of the more important characteristics of a crowd that police use in developing a threat assessment (although by no means the only factors). During the 2010 Olympics, there were huge crowds in the downtown core; however, the majority of the crowds seen were made up of families and a wide range of ages were represented. Though the crowds became younger as the Olympics went on, the high proportion of families in the crowds is believed to have contributed greatly to the calm and happy crowds seen during that time.

Depending on where officers were assigned, early on in the Stanley Cup playoffs, the VPD saw indicators that the crowds were not the same as those seen during the early part of the Olympics. In a de-brief after Round 1 Game 2, the POC noted that:

Following the Canucks victory, the crowds dispersed in an orderly fashion with a small percentage migrating to Granville Street. I noted that a significant percentage of those heading for Granville were in advance states of intoxication. Also of note was that horn honking and flag waving from vehicles was present but limited. No clear celebration point materialized.

By the end of the third round, it was clear that the majority of people in the crowds seen by the VPD were young adults and teenagers, mostly male. Many were intoxicated. This demographic was very similar to the crowd seen during the Gold Medal Hockey game during the Olympics, where a higher proportion of the crowd was young and male. With the exception of Canada Place, where it was family oriented, there were fewer families seen in the downtown area. In a POC de-brief after Round 3, Game 5, it was noted that:

Going forward, I would suggest there be a LIMA [liquor enforcement] call-out to address the issues on Granville St at bar closing. The demographics are not showing a similar crowd as experienced at the Olympics, but a young 20's, male and female crowd highly intoxicated. It appears as the playoffs move forward it is impossible to predict whether crowds will disperse on a work night or not. To be safe and provide sufficient coverage it would best be served to predict that the crowds will not disperse until bar closure.

As is typical in Vancouver, many of those people who were engaged by the police as a result of their intoxication or behaviour were not residents of Vancouver. Statistics collected by those working showed that the vast majority of offenders were from neighbouring jurisdictions. One NCO wrote in his de-brief report that of "eight actionable negative contacts with the public...only one of these contacts lived in Vancouver the rest lived in Surrey, Richmond and Burnaby". This is a trend that remained during Round 4, Game 7 and for those arrested during (and after) the riot, a clear illustration of Vancouver as a core city.

Alcohol

Alcohol consumption is known to be a major factor contributing to interpersonal violence and criminal activity. The density of the crowds, particularly within the Live Site, combined with the high levels of alcohol consumption may have contributed significantly to the fights and issues seen during the playoff games. Research has suggested that the unpredictable nature of an intoxicated individual's movement increases their probability to invade another person's individual space that, in turn, increases their stress levels. Ultimately, this heightens the probability that individuals will become violent or aggressive because people are more likely to act aggressively when stressed.¹³ Each of the reviews from the 1994 riot identified alcohol as a significant factor in the riot that occurred and the Police Commission report recommended that managing alcohol-related problems should be considered as part of the planning process. This was done in 2011; the LCLB was involved in the planning done by the VPD and all police agencies agreed on interdiction strategies. However, despite these preventative measures, the early and excessive consumption of alcohol was a substantial issue throughout the playoffs.

The VPD, along with its partner agencies, prepared for targeted enforcement of liquor, motor vehicle and criminal offences early on to discourage people intent on causing problems. This strategy is the same as that used by Edmonton and Calgary during their playoffs. Combined with the VPD's meet and greet strategy, this strategy had been successful during the 2010 Olympics, the 2010 Stanley Cup playoff run, the 2010 Celebration of Light and the one year anniversary of the Olympics in early 2011. In the first three rounds of the playoffs the VPD had implemented the following to stem the amount of alcohol being brought into Vancouver and the amount being consumed in public:

¹³ See for example: Moore, S., Flajšlik, M., Rosin, P., Marshall, D. (2008). A Particle model of crowd behaviour: Exploring the relationship between alcohol, crowd dynamics, and violence. *Aggression and Violent Behaviour*, 13(6), 413-422.

Barnett, O., Fagan, R., & Booker, J. (1991). Hostility and stress as mediators of aggression in violent men. *Journal of Family Violence*, 6, 217-241.

Sundstrom, E. (1975). An experimental study of crowding: Effects of room size, intrusion, and goal blocking on non-verbal behaviour, self-disclosure, and self-reported stress. *Journal of Personality and Social Psychology*, 32(4), 645-654.

Hoogendoorn, S., & Bovy, P. (2003). Simulation of pedestrian flows by optimal control and differential games. *Optimal Control Applications and Methods*, 24, 153-172.

- Additional LIMA squads were deployed to the GED on weekend game nights and deciding game nights;
- Quick Response Teams (QRT) on bicycles were used to be highly visible and mobile units to patrol the Robson and Granville Street corridors and wherever else as required by the POC;
- Reminding the businesses in the BarWatch program regarding the laws around over-service and over-crowding;
- Engaging the Liquor Control Officer to do canvassing and checks on licensed premises for over-service and over-crowding and enforcement of the Liquor Control Act;
- Working with Liquor Inspectors from the LCLB who regularly visited establishments for enforcement; and,
- Partnering with agencies with public transit stations in their jurisdictions and Transit Police to interdict those with alcohol before they entered Vancouver.

Throughout the first two rounds of the playoffs, the strategies used by the VPD were effective. During the first round, there were no major problems other than typical alcohol problems normally seen in the GED, and although the crowds were growing, the interdiction strategies appeared to be successful. Similarly, Round 2 saw very few liquor related problems. In Round 3, the creation of the CBC Live Site on Hamilton Street brought more people into the downtown area, resulting in a higher numbers of liquor pour outs and State of Intoxication in a Public Place (SIPP) arrests than in previous rounds. However, the first four games were similar to the first two rounds with few issues developing. In Game 5 there was a noticeable increase in both the crowd size and in the level of intoxication. Police working in the area of the Live Site found it very difficult to identify problems and to move within the crowd to enforce liquor laws due to the size of the crowd.

Figure 3 - Picture Found Online Promoting the Concealing of Alcohol (www.collegehumor.com)



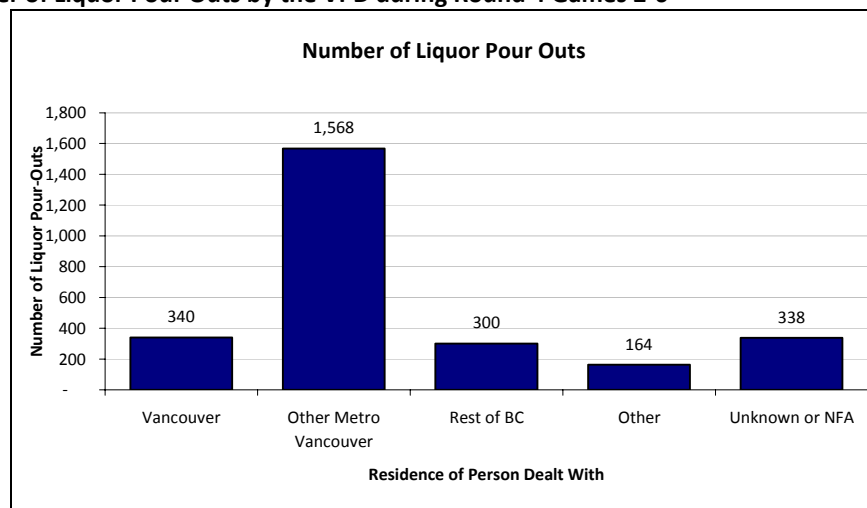
The intense affinity for the Canucks (and many other sports for that matter) is intertwined with drinking liquor or beer, and this is reflected in the promotions and advertising associated with sports. Licensed establishments (bars and restaurants) have rules and civil liability to consider and will usually self-police their patrons. Public drinking is strictly up to the police to enforce. However, most people drinking in

public attempt to conceal their alcohol, making enforcement challenging for police. Tactics for concealing alcohol continuously evolve and so must police strategies for detection. Officers have no authority to randomly or routinely search backpacks or possessions. Previous civil liberty complaints on such liquor searches have been upheld and directions provided to police officers are that they have to form reasonable grounds or obtain informed consent before searching. Despite security and fences at the Live Site, people passed alcohol over fence lines, hid it in soft drink containers or cups and engaged in binge drinking prior to the game.

As a result of the CBC Live Site and the creation of the City of Vancouver Live Site for Round 4, the VPD anticipated increased crowds and increased alcohol consumption. Also, because the Live Site would be an added draw to downtown, it was expected that people would be coming into the area earlier than in previous rounds and thus would begin drinking even earlier in the day. To augment the strategies already in place, the VPD added the following strategies to its liquor interdiction plan:

- Assignment of a Liquor Interdiction Leader to coordinate efforts during every game;
- Assignment of Delta shift (i.e., late afternoon) officers within the Patrol districts to SkyTrain stations (when not required elsewhere) to assist Transit Police officers before and after Canucks games;
- Assignment of a Transit Police staff sergeant with the VPD's Silver Command throughout Round 4;
- Three additional LIMA squads for all games, except Game 5 which had four squads because it fell on a weekend evening, as well as a squad to the Gastown area (which was redeployed to Canada Place during Game 7);
- Deploying the LIMA squads earlier than usual (1600 and 1900 hrs instead of 2200 hrs as usual);
- Encouraging BarWatch establishments to be vigilant when dealing with intoxicated persons;
- Ensuring ongoing communication with the LCLB inspectors;
- Ensuring ongoing communication with the LCLB management; and,
- Early liquor store closures for Game 6 and Game 7.

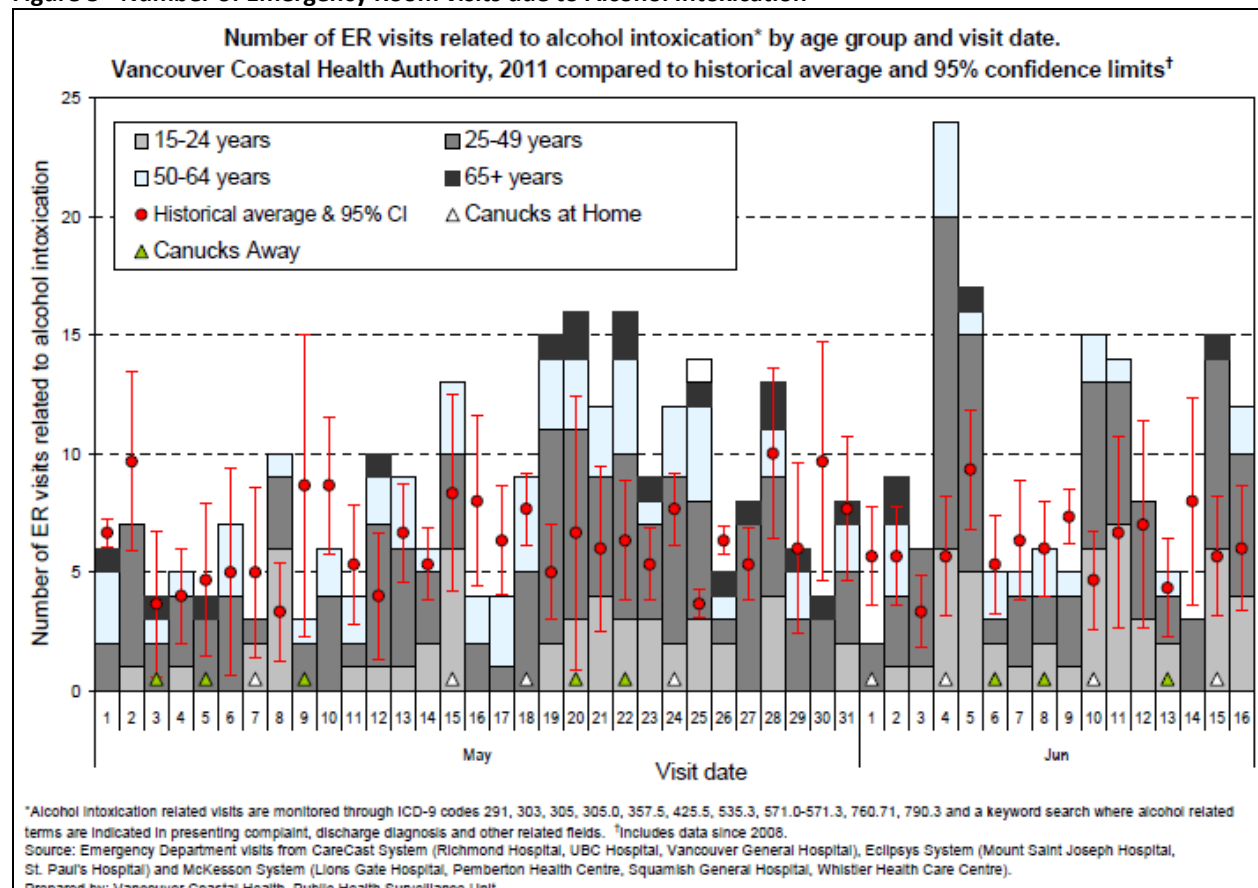
Figure 4 - Number of Liquor Pour Outs by the VPD during Round 4 Games 2-6



The final round of the playoffs had a distinct increase in alcohol consumption despite the VPD's interdiction efforts. Crowd size at the initial Live Site seriously impaired the VPD's ability to address alcohol-related issues early on. After each of the first few games, line-ups immediately sprung up at liquor stores. Liquor pour outs increased from 356 pour outs in Game 1 to over 2,000 in Game 5.

Though it was still an issue in Games 3 and 4, many people left the downtown area early in the game as a result of the score of the game. This undoubtedly contributed to the fact that there were few issues during these games. However, Game 5 saw significant crowds and long line-ups at liquor stores; open consumption of alcohol was visible everywhere (often disguised in slushy cups and other containers) despite the enforcement efforts of the VPD. There were numerous fights and problems for police to manage as a result of the alcohol consumption. Substantial numbers of pour outs were done at SkyTrain stations (850 at Granville Station alone during Game 5). The number of people and amount of alcohol was more than could be handled by the Transit Police and VPD officers assigned to transit stations. The majority (77%) of those people dealt with by police for alcohol problems in Vancouver were from the suburbs, meaning that a large proportion were evading detection at the stations or acquiring the alcohol once they arrived in Vancouver (Figure 4).

Figure 5 - Number of Emergency Room visits due to Alcohol Intoxication¹⁴



As a result of what occurred during and after Game 5, the VPD and other agencies articulated their liquor observations to LCLB management who made a decision that the liquor stores would be ordered to close early during Game 6. This was done because of the general consensus that there was a real and serious threat to public safety and there was acknowledgement that the crowds seen at the hockey games were younger and less manageable than the crowds Vancouver saw during the Olympics. In addition, the local hospitals had seen an increase in alcohol related issues in their emergency wards (see Figure 5). The closure substantially decreased the number of pour outs and intoxicated youth seen

¹⁴ Provided by Vancouver Coastal Health, August 2011

downtown for Game 6 and, combined with the Canucks' loss, there were far fewer problems than had been seen during Game 5.

Unfortunately the positive effect did not last for Game 7. The liquor store closure strategies were anticipated by the public as the LCLB gave 24 hours notice of the closure as a courtesy to the stores (thus losing the element of surprise that existed for Game 6). As a result, there were many reports of line-ups at liquor stores for large quantities of alcohol before they closed. Moreover, there was one report of a liquor store posting a sign before closing saying "stock up – closing early". Liquor stores all over Metro Vancouver also reported being busy during the day, and since they did not close stores outside of downtown, many stores continued to be busy after 1600 hrs. In fact, the Province newspaper reported that during Game 7, there was a 53% increase in sales compared to the same day in 2010. The media also publicized the closures and encouraged people to purchase their alcohol as early as possible to avoid line-ups. Officers and businesses reported people arriving downtown in the morning to get a seat in a restaurant/pub or at the Live Site and they began drinking at that time. As such, the crowds were large and many were intoxicated by the time the VPD deployed its Game 7 resources. Liquor enforcement was done all day long as part of regular enforcement but was not enough to slow the over consumption of alcohol. There were several fights in the crowds before the game even began. At minimum, with the stores closed, access to further alcohol was reduced, as bars/restaurants were at full capacity.

Overall, the VPD's strategies to manage alcohol consumption during the playoffs were successful. It was only in the last games of the last round that it became unmanageable as a result of the size of the crowds (Game 5) and the congestion at the Live Site (Game 7). Earlier deployment of staff would have helped to mitigate this; however, it is unlikely that enforcement alone would have been sufficient to eliminate alcohol fuelled problems given how many people were drinking in licensed establishments throughout downtown.

Live Site

When the CBC Live Site first was created, there were few issues of concern. Crowds were small and manageable in the first four games of Round 3. The crowd grew exponentially for the fifth game, during which 4,000 people were present during the game and problems began to appear. Many of the problems identified either continued or were exacerbated as the Finals progressed. There were four main challenges: security personnel/procedures, police resources, fencing, and street structures/vehicles in the area. After each game where issues were identified, the issues were discussed jointly by VPD, VFRS, and Engineering and appropriate agreed upon adjustments were made.

Security Personnel & Procedures

The security procedures developed by VPD, VFRS, Engineering, and BrandLive for the entrances to the Live Sites involved specialized event security that would do risk based liquor checks and that VPD would provide a presence of authority at the entrances as well as do liquor pour outs. Engineering provided garbage containers as requested by VPD at the entrances for the purpose of the pour outs. Private security were also engaged to patrol inside the Live Sites to help keep corridors clear, to protect screens and to monitor for issues. VPD, VFRS and BCAS members were also to patrol and provide a presence both inside and outside the Live Sites. Over the course of the playoffs the numbers of private security were ramped up and procedures were changed in consultation with VPD, VFRS, BCAS Engineering and BrandLive. During the first game on Granville Street that utilized fencing, it was clear that the Concord security staff initially engaged did not have adequate training and experience to do liquor checks at the entrances. For the next and succeeding games BrandLive as discussed with VPD and the City engaged

specialized event security to do this work. The role of VPD at the entrances continued to be to provide a presence at the entrances to the site and to do liquor pour outs at the entrances as required.

These measures worked to the satisfaction of senior VPD and City staff although on Game 6 of the final round BrandLive noted that approximately 6 of the 40 private security staff were unaccounted for when they did a count. This had not been an issue in prior games but the security numbers were increased again for the final Game 7. With the number of people trying to get into the Live Site, officers reported seeing several people walking into the Live Site while security personnel were checking others going in and while nearby VPD officers were attending to other people or situations.

In retrospect, more private security for Game 7 would have been of assistance particularly given that VPD were not able to provide as much support at the entrances as they had been in previous games to do the planned pour outs and provide the appropriate presence. If there were serious concerns about the level of security provided or the effectiveness of this security it was not raised to a senior level where it could have been acted upon. Through the entire series the intent of the fencing and security was to maintain a reasonably family friendly environment near the screen with limited access to liquor and a security and police presence that would discourage rowdy elements from entering the site. The security presence and fencing was not intended to eliminate the presence of liquor but to limit it in a risk based way. As a result, there were people who entered the site who were not checked and this was observed by VPD who were assigned to be near the entrances, however, were drawn away to attend to other people and situations.

Police Resources

At the outset of Round 1, the VPD deployed a four person squad to the CBC Live Site (one sergeant and three constables). After Round 3, Game 5, the supervisor of that squad noted that the Live Site was understaffed given the crowd's size. An additional four constables were requested, along with increased private security. By Round 4, with the addition of the City of Vancouver Live Site, the VPD deployed a Section Leader for the sites and one squad per site (made up of a sergeant and seven or eight constables) as per the supervisor's previous recommendation. One officer was assigned to each access gate to assist the security personnel. However, with the size of the crowd continuing to grow with each game, VPD officers found it difficult to maintain access to trouble spots without a constant police presence. Several fights or aggressive behaviour by those in the crowd required police intervention, meaning that they were unable to assist with security at the gates or maintain clear access ways inside the Live Site.

Additional resources were deployed to the Live Site as the series progressed in response to the observed problems. After the City of Vancouver moved its site from Granville Street to Georgia Street, the VPD increased the number of officers assigned to the Live Site to 17 (a Section Leader and two squads, each made up of a sergeant and eight to nine constables). However, difficulties managing the fence line and alcohol consumption meant that, by the last two games of the finals, PSU squads were assigned to assist the teams already working in the Live Site. Additional resources were brought in to supplement both the Live Site and the Robson Street area to manage the crowds after Game 6.

Fencing

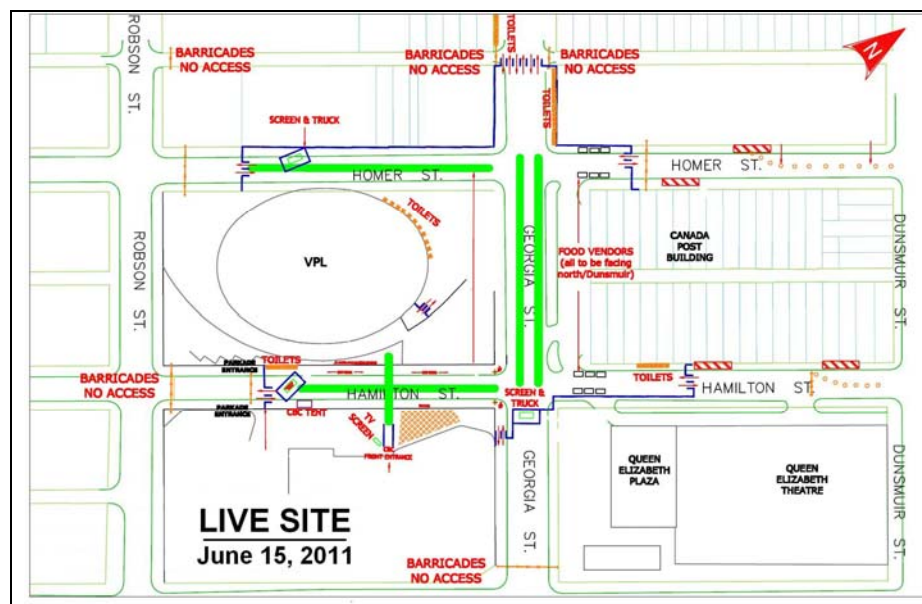
The fencing was put in place largely to reduce the amount of alcohol in the site, particularly close to the screen. The goal was to allow the viewing site to be conducive to families and reduce their displacement. Toward the end of the third round, at the CBC site, there was no screening of fans and

families were being displaced toward the end of the games by rowdier individuals. At the time of establishing the Granville and subsequent locations, on the advice of VPD, fencing and screening for alcohol was put in place. During games in the fourth round, both on Granville and Georgia, when the site was at capacity with screening having taken place, it was the practice agreed on by VPD, VFRS, and City Engineering, to remove parts of the fence at key access points. This was meant to reduce the risk to the public and the police created by the crowds trying to get in once the site was at capacity. When the fence was removed more people entered the area. This was particularly prevalent on the last two home games, (Games 5 and 7) where the issues with alcohol were particularly difficult.

An issue identified early on at the CBC site was the need to provide access corridors within the Live Site to provide access for first responders during the games. This was instituted first on Granville Street and continued in the move to Georgia Street. Green carpet was utilized to delineate the access corridors and both first responder staff and CBC volunteers were active in maintaining the integrity of the access corridor throughout the game.

The CBC site was only fenced off as of Round 3, Game 5 when crowd size required it (previous crowds were small enough that the road closure was sufficient). The City's original site on Granville Street and the subsequent Georgia Street site were fenced after discussion between the VPD and the City of Vancouver. The fences generally were erected a few hours prior to the games but not always at the same time as the road closures. The extensive fencing required meant that traffic was first stopped and rerouted before contractors were able to begin fencing. On Game 7, with the early arrivals of fans, a relatively large number of people had a chance to congregate (without being searched) in the area to drink and were then fenced in when the fences were erected.

Figure 6 - Map of the Live Site and Fencing for Round 4 Game 7



The fencing was standard construction site material fastened with metal rods at the bottom and a top connector piece with metal rods come down and not secured into the pavement and therefore relatively easy to breach, and see-through, meaning that people standing outside of the Live Sites could see everything going on inside, including the game on the screen. Higher fencing was used away from entrance points and around the generator trucks for the large screens. The fencing was not intended to

prevent viewing from outside. It was intended to provide some level of screening of people entering the site in order to preserve family friendly viewing in the vicinity of the television screens. As a result, in the Site on Granville Street, thousands of people began watching the games from outside the Site. As well, it was relatively easy to smuggle alcohol into the Site because it could be handed over the fence and people could still mingle with their friends adjacent the fence inside of the Site. The number of people watching from outside of the Live Site grew to be a significant problem. During Game 2 of the final round, when the Site was still located at 700 Granville Street, police were unable to keep people moving along the pedestrian walkways once the crowd became too large. This put a lot of pressure on the fencing and the fence line finally collapsed on the East and South sides causing a large influx of people into the area. As a result, the entire site's fencing was opened up to allow people exit points and PSU was required to assist with crowd management. De-briefs with City staff, BCAS and VFRS, after each game, resulted in a number of fence modifications to address observed issues and jointly a standard practice was developed to remove the fencing at the entrances if it appeared that the crowd outside would grow to a size where the fencing was creating more of a safety risk than it was solving. As a consequence of this, the original idea of maintaining throughout the game a limited capacity within a fenced area was abandoned.

Similar fencing was used when the Site was moved to West Georgia Street. The fencing was set up along both sides of West Georgia Street, with access points on Hamilton and Richards Streets, along both sides of Hamilton Street with access points on Robson and Dunsmuir Streets, and along both sides of Homer Street with access on Robson and Dunsmuir Streets (see Figure 6).

On Game 7, the nominal capacity was reached early, the crowd grew outside the entrance and the fencing at the entrance on Georgia was removed. People were frequently seen jumping over the remaining fence around the site, particularly in the area of Homer and Hamilton Streets between Dunsmuir and Georgia Streets because there were fewer patrols there and the density of the crowds prevented police from readily moving through them. In addition, the fences were relatively easy to take apart by hand allowing people to move the fencing and use components as projectiles which unfortunately happened during the riot.

On Georgia Street, up to Game 5, the green carpeted access corridors were very effective and VFRS, BCAS members, Engineering staff and CBC staff were able to maintain them. Toward the end of Game 5 and for most of Game 7 (both home games) the green carpet access was overrun during the game and during Game 7, it was very difficult for people including first responders to get in or out of the area.

The ability of the crowd to watch the game from outside of the Live Site fencing meant that many people in Game 5 and 7 stood outside the fences, contributing to the crowd. During games when this occurred, it became standard practice (following discussion with VPD, VFRS, BrandLive and Engineering) as noted above, to remove the fencing at key entry points to allow the crowd to move freely. This usually happened during the second period and always happened toward the end of each game to facilitate exiting. However in Games 5 and 7 crowds in the Georgia site grew too large to control the access points; many people slipped through the security points without notice or searching. The site filled up on Game 7 when the outside crowds became too large to handle and the entrance points were opened up and fencing removed – this happened very early on in the game. As noted above on more than one occasion the fences were breached or moved following decisions by VPD, VFRS and the City to relieve the pressure on the crowd inside. By Game 5, the crowds were so large that officers were being pinned and crushing was occurring throughout the Live Site. However this was not raised as an issue to senior staff following the game. Game 6 experienced far fewer problems due to the lower numbers and

the reduced access to alcohol as a result of the early closures of liquor stores (which was also done for Game 7). However, in Game 7, finding exit routes was a large challenge with thousands of people in the street. Referring to Game 7, the comments of one of the Live Site NCOs highlights the access problems seen at the Live Site:

It took us an hour to get around the corner of library square and be able to open a couple of doors to help filter people out of the area. People were trying to be compliant but there was simply no space to move. The level of panic and anxiety in the crowd was very high. Some people were trapped in the crowd and couldn't get out. (Interview with Live Site NCO)

Street Structures/Vehicles

Given the length of time people were sitting to watch the hockey games at the Live Sites, food trucks were provided. However, by Round 3, Game 5, the line up for food blended with the crowd and the trucks were blocking the view of some in the crowd. Movement of people on Hamilton Street was impeded and despite efforts to remove the food truck by the beginning of the third period of the game, the truck remained until much later. By Round 4, people were climbing on top of the food trucks, which were now positioned within the fencing of the Live Site, for a better view of the screen. During Game 2, the last game on Granville Street, people began rocking the truck; as a result police were forced to have it removed before anything serious could occur. In addition, there were several other vehicles in the area which was also concerning. The location of the food trucks was adjusted as a result of the observations of VPD and City staff throughout the evolution of the Live Sites to address emerging issues.

Also problematic were the various objects found along the streets. During Round 4, particularly at the Granville Street site there were many reports of people climbing trees, poles, and bus shelters, to get a better view of the screen. This was part of the reason for moving from Granville St - to provide a better viewing area with larger capacity. On Game 7 there were clear problems with individuals during the game sitting on mailboxes, port-a-potties, and during and certainly preceding the riot, many were climbing these structures to get access to roofs and balconies. Further, many of these objects (e.g., mailboxes, newspaper boxes) could be used as projectiles. VPD asked the City to remove or secure a list of potential projectiles and all of these requests were complied with. As agreed to by VPD and City staff, some bus shelters only had the roofs removed, which left glass sides still susceptible to vandalism and damage. One NCO de-brief report stated: "Bus shelters...on Robson Street between Howe and Granville and Seymour and Granville still had their glass. Street benches, garbage cans, and Bike racks should be removed. They are [a] major safety hazard and a distraction for PSU members who have to continually get people down". These objects provided ready access to weapons and objects that could be used against members of the public or the police. However, these requests from front-line staff were never transmitted to the City for action.

Though police and City staff did as much as they could to keep people from climbing on structures and from damaging the food trucks, this was incredibly difficult to do once the crowd size grew into the many thousands during Game 7. During Game 7, officers reported taking 35 minutes or more to get from one point to another in the crowd, making it impossible to intervene quickly and difficult to deter others from similar behaviour.

2011 Stanley Cup Finals Game 7

After the relatively uneventful first three rounds of the Stanley Cup playoffs, Round 4 against Boston started with fairly large intoxicated crowds. While Round 3 against San Jose saw an increase in both the number of people coming out to celebrate and the number of intoxicated youth, Round 4 was particularly problematic. Specifically, Games 2 and 5 had problems that were concerning for police. Most were related to large crowd size and the extreme consumption of liquor throughout the downtown core.

Prior to Game 7, there was no substantiated intelligence that a riot would occur. No concerns were raised by planners, command staff, or other VPD officers that there would be a riot. Further, there were no public phone calls made to the VPD, no reports from school liaison or youth officers that kids were talking about a riot, no reports from outlying police jurisdictions, Transit Police, or other public safety partners that a riot was likely, and nothing credible appearing on social media sources of people organizing to riot.

From early in the afternoon of June 15, there were reports that liquor stores were busier than usual and that larger-than-normal purchases were being made.¹⁵ Game 7 was set to start at 1700 hrs PST, and by 1600 hrs the VPD was receiving reports that the Georgia Live Site was at full capacity. Canada Place also had reported 4,000 people watching the game on their screen. Similarly, the SkyTrain and Canada Line were loaded to capacity, bringing thousands of people, mostly males between 20 to 30 years old, into the downtown core. In addition, there were substantial liquor seizures on the trains coming in and, despite the liquor store closures as of 1600 hrs, there was a significant amount of alcohol at the Live Site and elsewhere in the downtown core. A number of sources have also indicated that there were many intoxicated youths and young adults in the area even before the start of the game. By the start of the game, there were thousands of people crushing up against the fencing wanting to be let into the Live Site. Already, PSU resources had been deployed to the Live Site to manage the crowd. Police were unable to reach instigators or those who required assistance due to crowd size, which was estimated at 100,000 by CBC. As a result, the fencing was partially removed to improve crowd safety. Two Robson Street squads were later re-deployed to the Georgia Live Site at 1741 hrs, while the remainder of the police officers assigned to Robson Street were re-deployed to the Live Site an hour later.

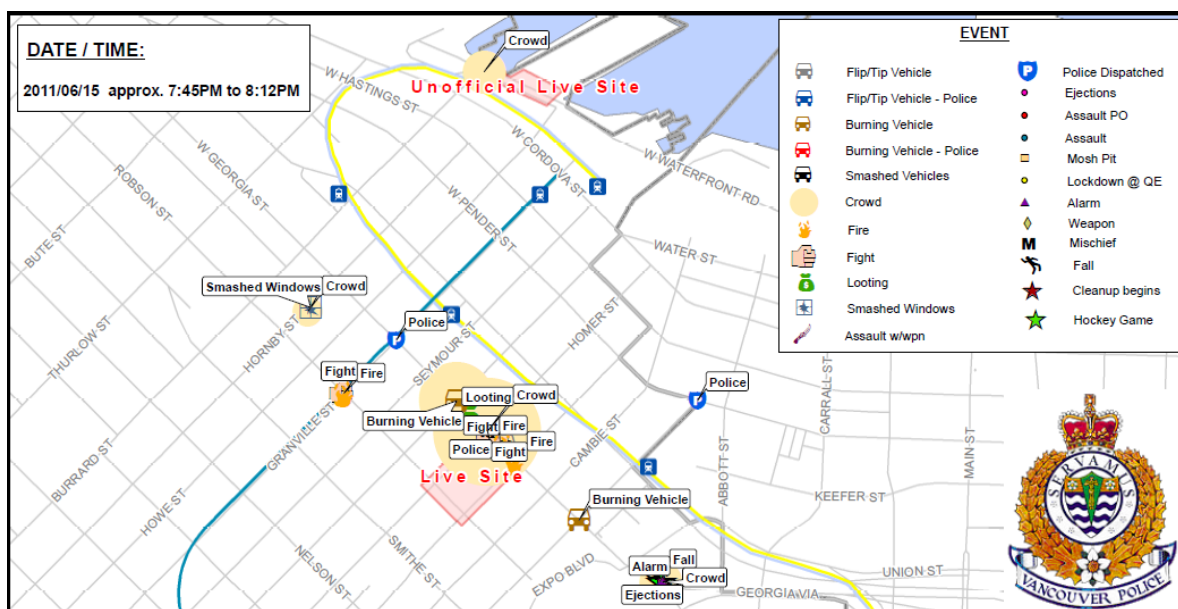
From the start of the game, there were issues with people climbing on awnings and lamp standards. Police had difficulty getting to them to get them down. In one case, there were an estimated 35 people on top of a building who ultimately began throwing bottles from the roof. By 1900 hrs, fights had begun to break out on Seymour Street. Accordingly, additional police resources were channelled from the south to Seymour Street in order to deal with the issues erupting there.

Just after 1900 hrs, TransLink was reporting full trains leaving the downtown area, but Seymour Street and the downtown area were still very crowded. A large fight of 30-40 individuals broke out at approximately 1930 hrs at Homer and Dunsmuir Streets. Although the fight was cleared, there was a subsequent large fight at the portable toilets near Homer and Georgia Streets shortly thereafter. Reports of looting started to come in at about this time as well and ERT officers were deployed to the area to investigate. Further adding to the disorder, numerous ejections from Rogers Arena were noted, and a fire alarm went off at the arena with five minutes left in the game.

¹⁵ This outline of the events of Game 7 is taken from the command logs, as well as interviews done by the VPD for the purposes of this review. The times reported here are approximate as the criminal investigation is ongoing and thus are subject to final verification by the Integrated Riot Investigative Team.

Shortly before 2000 hrs, just as the game ended, the first car was flipped over on Canada Post property at 349 West Georgia Street. There were reports of many fights going on in the Live Site and more cars being tipped over. Bottles were being thrown at the Live Site screen, and shortly after, garbage cans were being lit on fire at Homer and Hamilton Streets. Shortly thereafter, more PSU resources were channelled towards the Live Site area to help disperse the crowd. Just before 2000 hrs, a vehicle was reported on fire, and within minutes was fully engulfed in flames in front of Canada Post. More cars were reported on fire shortly thereafter, and people were reported to be throwing projectiles. There was significant hostility from the crowd being directed towards police, VFRS and BCAS crews. Fire crews attempted but were unable to get to the fires. Similarly, BCAS crews were also forced to pull out of the area of Homer and Robson for their own safety. The PSU began gearing up into Level 3 gear just after 2000 hrs and PSU squads were later sent in to assist the fire crew at Canada Post. At the same time, two uniform squads were deployed onto Robson Street from 2120 Cambie Street while windows began being smashed at several businesses, and people began arming themselves with metal poles from fencing and covering their faces with scarves.

Figure 7 - Downtown Vancouver between 7:45 and 8:12pm during Riot



By almost 2030 hrs, an additional 44 Tactical Troop officers from Surrey were reported to be heading downtown at the request of Gold Command. At about the same time, pepper spray had been used to try to gain control over the hostile crowd. Crowds had developed in the area of the Live Site as well as at Nelson and Granville Streets, essentially forming two distinct riotous groups. More officers were being brought in from surrounding jurisdictions and deployed to downtown to assist. The Mounted Unit was deployed to assist with dispersing the crowd. At approximately 2030, windows in the area of Homer and Georgia were being broken by a crowd that was out of control. Officers continued to face a very hostile crowd; members of the crowd were throwing heavy and dangerous items at police and the safety of the officers was frequently in jeopardy as they tried to protect the public and businesses. Shortly thereafter, a negotiator, equipped with a Long Range Acoustic Device (LRAD) played a pre-recorded message for “unlawful assembly.” This was in a repeated loop which informed the crowd they had 10 minutes to leave the area. The negotiator toured a number of areas repeating the warning numerous times to the crowd. In addition, a warning (using the LRAD) was given more than three dozen times advising that chemical agents would be deployed. These warnings were given in various areas, including

West Georgia, Homer, Granville, and Cambie Streets. While bullhorns were also used by various squads, including the Mounted Unit, they were generally ineffective as the noise of the crowd drowned them out. The LRAD, in contrast, was audible for quite a distance even over the crowd noise.

More cars were set on fire, and further businesses had windows broken and were looted. Barricades were being thrown at officers, and reports of people being injured increased. Transit stopped traffic from coming into downtown at 2045 hrs and at shortly thereafter police deployed smoke to gain control of the crowd on Nelson Street. By 2100 hrs, gas was deployed in the same area and ERT officers had fired ARWEN rounds targeted at specific members of the crowd who were throwing projectiles and incendiary devices (e.g., Molotov cocktails) and injuring police officers. At 2115 hrs, due to increasing concerns for their safety, all Traffic Authority officers were taken out of the downtown core and road closures were set up for inbound roads. Just after 2100 hrs, fires had become a matter of public safety and gas dispersal techniques were authorized in Downtown Vancouver.

Table 8 - Police Deployment for Game 7 and Riot

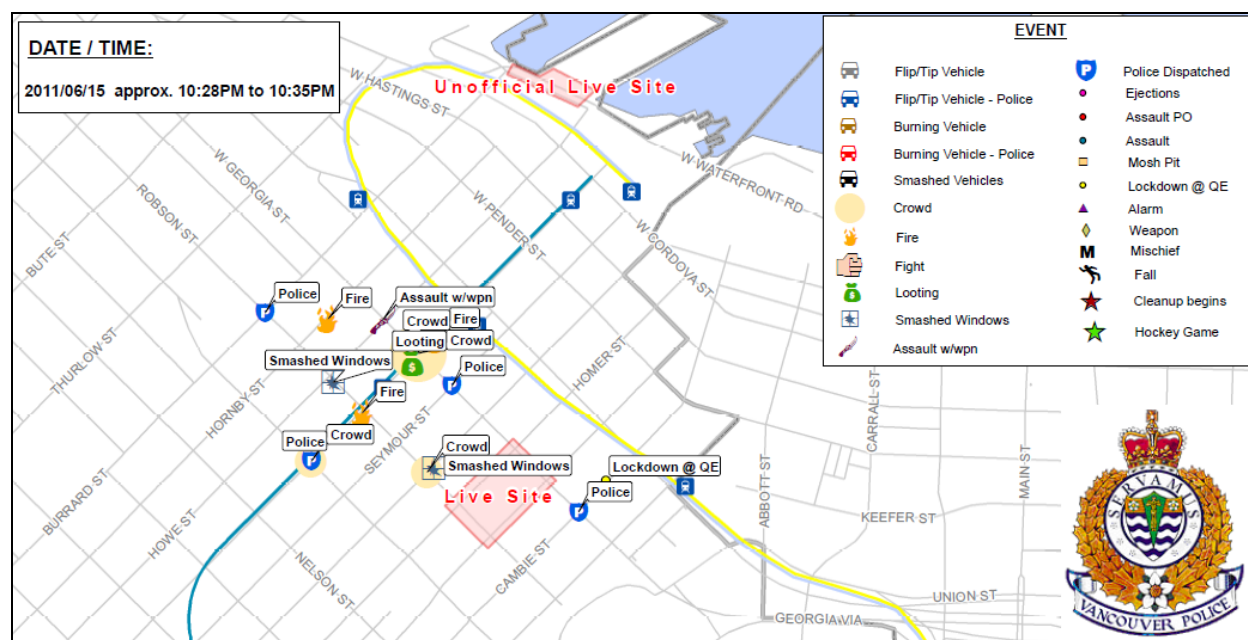
Agency	Game 7 Planned Resources	Actual Number of Officers Deployed
Municipal		
Abbotsford Police Department	1	52
Delta Police Department	1	24
New Westminster Police Service	5	20
LMDITT Tactical Troop - New Westminster		4
Port Moody Police Department	6	16
Transit Police		20
Vancouver Police Department	329	606
West Vancouver Police Department	5	14
RCMP		
Burnaby RCMP		7
Coquitlam RCMP		5
Deas Island RCMP		1
Campbell River RCMP		1
Langley RCMP		2
North Vancouver RCMP		3
Richmond RCMP		10
Ridge Meadows RCMP		11
Squamish RCMP		1
Surrey RCMP		15
Tofino RCMP		1
Other RCMP	2	21
RCMP Tactical Troop	97	91
Other		
Unknown		3
Total	446	928

For the next 30 minutes, the PSU continued to employ dispersal techniques as more police resources arrived and the crowd continued to light cars on fire and loot businesses. Forty-five (45) RCMP Tactical Troop officers and Surrey RCMP officers arrived ready for deployment. Just after 2200 hrs, 40 extra officers at 2120 Cambie Street also became available to be deployed. At 2245 hrs, a play at the Queen Elizabeth Theatre finished and the audience of approximately 2,000 people was locked down. Several incidents of stabbings and people struck with projectiles were reported. There were also reports by police that some in the crowd appeared to have come with the intent of causing trouble, and observations of individuals carrying weapons, masks, and accelerants. More fires in underground parkades and buildings were set, along with continuing significant damage to businesses in the

downtown area. At 2226 hrs, two canine teams were deployed to the area of Robson and Burrard Streets while at 2230 hrs, two more squads were deployed to Seymour and West Georgia Streets. By 2250 hrs, all requested resources from outside of Vancouver were on scene, with few exceptions (e.g., those without appropriate safety gear).

As midnight approached, the majority of the crowd had been dispersed and the remaining small crowd was mostly contained in the area within Hornby, Robson, Granville and Georgia Streets. Significant police resources had been utilized up to this point (see Table 8), including those from external agencies that had been planned for in advance. There was substantial property damage and looting that had been done. At midnight, it was decided to close all liquor establishments in the area, which was completed by approximately 0115 hrs. The Mounted Unit was stood down at 00:06 hrs, and transit began allowing people to filter into downtown as of 0030 hrs. Air 1 was reporting no further hot spots in the downtown area and by 0110 hrs most of those from other agencies began to be stood down. By 0125 hrs, the Public Safety Unit was stood down. The remainder of officers had been stood down by 0320 hrs.

Figure 8 - Downtown Vancouver between 10:28 and 10:35pm during Riot



Criminal Investigation Team

For Game 7, the investigation team was intended to assist with follow-up investigations and arrests. According to the Operational Plan, the team was expected to go to Nelson and Granville Streets after the game ended in order to provide administrative assistance to officers processing State of Intoxication in a Public Place (SIPP) and Breach of the Peace arrests.

Once the riot started, however, the plan for the five investigators changed. The team was deployed to the field, and around 2100 hrs, Gold Command authorized the call out of another four investigators if required. The Sergeant in charge advised he did not expect to require additional investigators at that time. At about the same time, the inspector in charge of the Major Crime Section and the Superintendent in charge of Investigative Services inquired about the need for additional resources and were informed they did not appear to be necessary. However, after it was clear that the violence,

looting and disorder were widespread, a major investigative response was suggested. Gold Command concurred, and by 2200 hours a command room had been set up and a fan out process had been initiated to call out every available Major Crime Section investigator. Silver Command was also advised and a communication protocol was developed for Silver Command and the investigative team. The team determined that they would focus on violent crimes and major property offences first, and then investigate the less serious property crimes as resources became available.

The mass arrest protocol developed by the VPD was in place for Game 7, as set out in the Operational Plan. It states that all arrested individuals should be recorded in the company of the arresting officer before being taken away in the police wagon and basic details of the arrest should be provided. This is done to streamline the investigative process. However, there was no formal contingency plan for a riot investigation. Unfortunately, during the riot the mass arrest procedures could not, or otherwise were not followed, and as a result, there has been some difficulty in processing some of the arrests made that night.

Media Communications

During Game 7, there was a media liaison officer stationed with Silver Command, and two officers on the streets to provide updates. The two officers on the street, unlike the previous games, decided to deploy in a pair to increase their safety. One officer was responsible for live television updates, while the other took responsibility for all online, print and radio updates.

Once the riot broke out, the media officers focused on the following messaging:

- VPD is urging people to leave the downtown core immediately.
- We are escalating our response in order to bring the situation under control as quickly as possible.
- We have a plan in place and we are escalating that plan in order to bring this situation under control and get everyone home safely.
- There are people committing criminal acts and they will be held accountable.
- We are working closely with our policing partners and additional officers are being deployed.
- There are hundreds of officers working to quell the riot and get people home safely tonight.
- We want to reassure people that we are working hard to bring the situation under control so people can leave the area and get home safely.

Constant communication was maintained between the officers on scene and the media officer in Silver Command, as well as the Executive to ensure accuracy and consistency in the information being shared with the public and policing partners. A media scrum was held on Robson Street at the end of the riot to reassure the public that order had been restored and that officers were assisting with securing vandalized buildings and businesses overnight.

In addition to traditional media messaging, the VPD maintained a social media presence throughout Game 7 and the riot. The focus of the VPD's efforts was on Twitter where prior to the game, the VPD tweeted messages with a positive and friendly tone to encourage safe celebrations. The officer responsible for the social media component of the VPD's communications arrived in Silver Command at the start of Game 7 and almost immediately tweeted that the Live Site was at full capacity. Messaging then focused on being optimistic but cautionary in tone given the crowd size and the behaviours seen on

the video feeds of the area. Messaging also included information on transportation closures and routes as a result of having a Transit Police representative in Silver Command. The following are some examples of the VPD's tweets during this time (taken directly from the Twitter feed):

- VancouverPD Jun 15, 5:21pm via HootSuite
Vancouver Police & policing partners will be walking the blue line tonight...fans are urged to stay on side! #VPD #Canucks
- VancouverPD Jun 15, 5:33pm via HootSuite
Good place to watch the game is at Canada Place - there's still room there - other live sites are full. #VPD #Canucks #crowds
- VancouverPD Jun 15, 5:34pm via HootSuite
RT @translink: Heading downtown? Due to the massive crowds downtown Seymour Street is closed. New reroutes: <http://ht.ly/5iS8w>
- VancouverPD Jun 15, 5:46pm via HootSuite
It's a sea of Canuck's colours dwntwn Vancouver - celebrate responsibly & remember the #Canucks run for the cup! <http://bit.ly/mvO4iL>
- VancouverPD Jun 15, 5:53pm via HootSuite
#VPD asking people to stay safe and not to climb up onto awnings or other structures. #Canucks #crowds #safety

However, as the game progressed, more incidents of vandalism were being reported and crowd tensions were growing. Once the first car was set on fire, it was realized that there was no specific plan for social media in the case of a major crowd disturbance or a riot. Despite having pre-prepared some tweets, none would be appropriate for the situation now facing the VPD. Thus, there was a substantial delay in messaging about the situation happening downtown while the media officer and Silver Command determined the best course of action. Once the most appropriate action was determined, the VPD used Twitter to encourage the crowd to stay calm and to get people to allow emergency services to do their jobs, including allowing VFRS to access the fires being set. For example:

- VancouverPD Jun 15, 8:45pm via HootSuite
#VPD is working hard to keep people & property safe - please stay calm & respectful and allow crowds to disperse.
- VancouverPD Jun 15, 9:00pm via HootSuite
RT @MayorGregor: Police and Fire are working to put out small fires, please move away to allow crews to move in and keep people safe

Early on, people began inquiring about how to submit evidence, photos and videos. The VPD asked everyone to hold on to their photos and videos. Further, the focus for the remainder of the riot was to reassure people and give information on what to do or how to get out of downtown. Attempts were made to address any tweets regarding the safety of those downtown in particular. Almost all of the VPD's tweets were re-tweeted multiple times (more than 75 times for most). Almost 3,000 people started following the VPD's Twitter feed during Game 7 and the subsequent riot, going from 10,400 followers at the start of the game to 13,170 by midnight. The following days saw an additional 2,000 followers.

Other Non-Police Agency Deployments

It is important to highlight the significant support that was given to the VPD by the other police agencies, Fire, Ambulance and E-Comm during Game 7 and the subsequent riot.

E-Comm

E-Comm was fully staffed for Game 7, including 65 telephone staff, four team managers and one operations manager. When the riot began, 10 additional staff came into work as well as a second team manager and operations manager. Moreover, several members of their senior management team also arrived to assist wherever possible. One even brought additional radios for use. Given that there was a huge spike in 9-1-1 calls during the riot with eight times the normal number of calls, it was essential that they were fully staffed to be able to accommodate the demand. However, due to the timing of when VPD was able to provide E-Comm with the Operational Plan, limited preparations were possible on the part of E-Comm. Providing the plan earlier would have permitted radios to be logged on in a much more efficient fashion, reducing the burden that E-Comm faced and streamlining the deployment of officers.

Vancouver Fire and Rescue Service

The Vancouver Fire Prevention Division deployed 11 staff to the Live Site for Game 7: seven fire inspectors, a captain, a lieutenant, an assistant chief, and a deputy chief. Once the riot started, this crew was tasked with providing first-aid where necessary, putting out small fires and assisting the Fire Suppression units by providing information and updates. Two prevention chiefs also were posted to the roof of Canada Post to provide information to Fire dispatch regarding the crowd, the fires and to assist with response priorities. The Fire Suppression Division also became essential to the safety of the people and buildings in the area once the riot began. They provided four additional apparatus, a battalion chief, and 15 additional staff for Game 7.

The use of the Deconfliction Unit (VPD, VFRS and BCAS) was essential for sharing information and intelligence to efficiently prioritize incidents. It was also used to inform dispatch, the resources on the ground, the City of Vancouver's EOC, and the VPD's Silver Command of the current situation. This was particularly useful to assist VFRS and VPD in getting resources to the same location to safely enter an area to deal with a fire. The effective use of the Deconfliction Unit, staffed with representatives with the authority to direct their resources, ensured that the actions of stakeholders units did not trigger a response from the crowd that could have been prevented. It was critical that the movement of all resources within a major public disorder area be conducted in conjunction with the police to ensure the safety of not only the members of all the stakeholders, but of the very public that they were all there to serve.

BC Ambulance Service

In addition to the seven BCAS medics assigned to the VPD's PSU, BCAS had its own special operations plan. This plan called for an increased number of officers to be deployed during Game 7 and included incident command logistics, decontamination units, bike squads and "gator" units (an ATV/golf cart-like vehicle) as well as extra ambulances. These members did not enter the riot area, but instead coordinated with the PSU medics when necessary to transport patients, who would be brought to a safe area. Though it had been discussed that non-PSU officers would be deployed with BCAS medics as well in a tandem response, the VPD did not have sufficient resources to do this. Initial planning had also discussed staging areas in the event of widespread violence. During the riot, information was gathered

on the ground by the medics working within PSU as they were equipped with VPD radios and also liaised with the BCAS dispatchers.

The working relationship was described as a positive one. In particular, it was clear that having medics embedded within PSU teams was immensely important. The following demonstrates the courage and commitment shown by the medics during the riot:

Our EHS member, [name removed] displayed incredible bravery during this violent encounter with the crowd. He stood shoulder to shoulder with the squad with only a helmet for protection. He was struck several times by heavy projectiles, but held his position in the line... I took my Section South on Homer to Robson [then] West on Robson to Seymour where I split my Section up into medical emergency response teams after several citizens approached our line to report three separate stabbing victims. [The medic] further distinguished himself by joining one of my rescue pods entering areas controlled by hundreds of hostile rioters to rescue a stabbing victim. He provided emergency medical treatment for two seriously injured stabbing victims and one unconscious female with a broken jaw. He was tear gassed by another Section during one rescue but continued with treatment until the victim was stabilized. – PSU Section Leader Report

Since the riot, there have been discussions between the VPD and the BCAS about expanding the program with PSU as both see significant value in continuing the program and training. (The VFRS has also committed to working with the VPD to emulate this model, something that had been discussed prior to the Stanley Cup finals.) During a de-brief with BCAS, it was stated that several of the patients, including a patient who had his abdominal cavity opened by a knife, treated by the PSU Medics would have died as a result of their injuries without the prompt medical attention provided by the medics.

2011 Post-Riot Dynamics

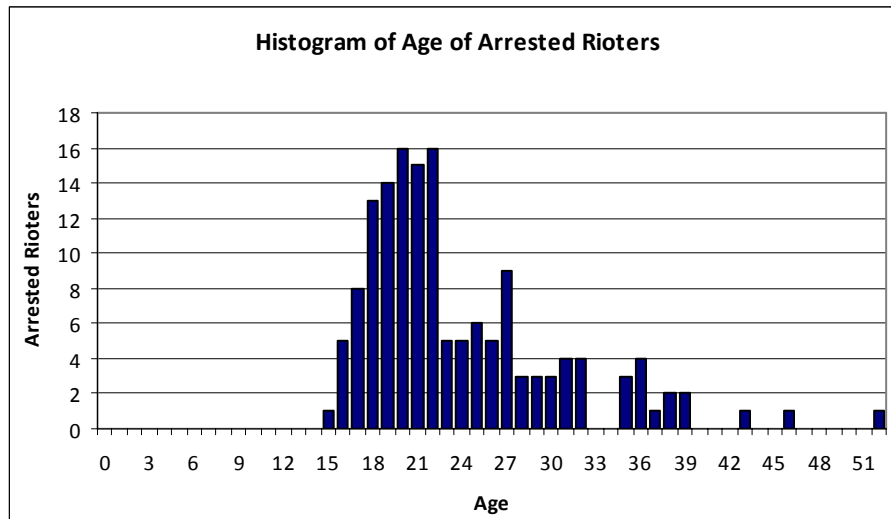
Characteristics of the Rioters

Though much discussed and debated, those responsible for the riots appear to be young, much like the crowd for Game 7 in general. Arrest data compiled by the VPD after the riots show that between June 15 and July 5, there were 150 people arrested or who turned themselves in to police. The average age of those arrested was 24.3 years and 9.3% of the rioters were under the age of 18 (Figure 9). The majority of those arrested were male (93.3%) and the male rioters tended to be older than the female rioters (mean age of 24.5 years versus 21.7 years for females). There were no significant differences between those who were arrested and those who turned themselves in.

Perhaps most interestingly, there was no obvious “trigger” for the riot. It is clear, that people were heavily invested in the Canucks games’ outcome and many of these people saw the playoffs as an occasion to drink heavily, especially in public places. The number of cameras and the influence of social media may have also played a role as it appears that many people took on the role of performing in front of the camera, thereby, encouraging others to participate in criminal and/or antisocial behaviour. Additionally, this influence may have also had the effect of peer pressure (a well documented motivating factor in young peoples’ decision making process) in that if they were not involved in the playoff celebrations, they were ostracized. During the riot, these cameras documented the impact as what has been previously experienced with traditional media cameras. Nonetheless, there is little actual evidence to shed light on why many of the people got involved in the riot.

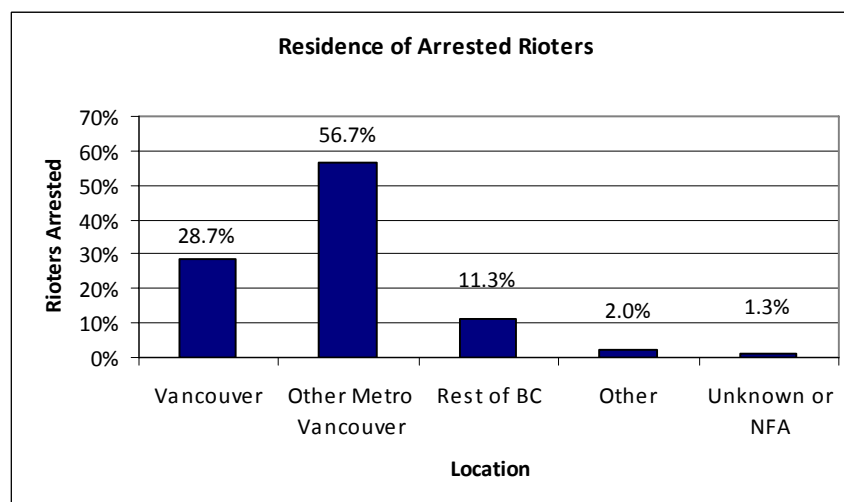
Similar crowd demographics were seen in previous games but each ended peacefully or without major problems. Those problems that did exist were addressed throughout the playoffs (e.g., increased alcohol interdiction efforts, added resources to Live Site). Riots are inherently unpredictable, particularly in cases where there is no “cause” or “triggering event” that precipitates the riot. Given that the Olympics in Vancouver saw equally large crowds, and even more liquor pour outs on busy nights, the frame of reference for most VPD officers was that this type of situation could be, and would be, handled successfully.

Figure 9 - Age of those Arrested Between June 15 and July 5 as a Result of the Riot



In addition, the majority of those arrested did not reside in Vancouver (see Figure 10), with more than half of those arrested living in the surrounding municipalities. Also notable is the 11% of arrestees who are from out of the Metro Vancouver area. It is clear that the Stanley Cup finals were a provincial event, not just a regional one, and the crowd and the rioters reflect that trend.

Figure 10 - Residence of the Arrested Rioters



The data on the liquor pour outs during Round 4 also reflects this trend. Data for all games except 1 and 7 was compiled and shows that the majority of pour outs involved people who did not reside in Vancouver (Figure 4).

One inevitable question to be asked is how this data compares to the riot in 1994. Using the data presented in the VPD internal report from 1994, it can be seen that overall, the rioters in 2011 were older and a higher percentage were male than in 1994 (Table 9). It is unclear why this would be the case, but the demographic characteristics of the 2011 riot may change as the investigation continues. However, the characteristics of the rioters for 2011 do appear to match the observations from the street; the crowd was made up of mostly males in their 20s from the municipalities surrounding Vancouver.

Table 9 - Rioter Characteristics 1994 versus 2011

	1994	2011
Mean Age	19.7 years	24.3 years
Under age 18	30.5%	9%
Male	88.4%	93%
Rioters Residing Within Vancouver	28%	29%

The Impact of Social Media

One of the observations frequently made about the riots is the sheer number of photos and videos that were taken by observers. On one hand, the bystanders who were simply there to take photos were contributing to the crowd and thus directly to the problems police had getting people to disperse and getting access to those actively engaging in violence and destruction of property. On the other hand, by providing those photos and videos to police to help identify individuals and their actions, this very large group of people have also contributed to the criminal investigations.

While the VPD used social media in a variety of ways during the riot, almost immediately people were requesting information on how to send this information to police through the Twitter and Facebook feeds. The VPD used Twitter in particular throughout Game 7, and by 2200 hrs the VPD was receiving an unexpected and unprecedented number of people submitting evidence over social media. The VPD asked people to hold onto their photos and videos because the VPD could not manage the information during the riot. Hundreds of people re-tweeted the information being provided by the VPD about the situation, evidence and transportation routes to leave the area. Almost every tweet the VPD made was re-tweeted by 75 or more people.

At the same time, many of those with photos and videos began making their own websites, blogs, Twitter feeds, and Facebook pages to identify the rioters. With the riot still occurring, the public had begun their own campaign to identify and shame those who were involved. People were encouraged to “tag” or identify people they knew to assist police in their investigation. Social media was also subsequently used to organize a clean-up campaign and hundreds of people joined in to help. In the following days, even the Province of BC encouraged people to help police by sharing photos, texts, videos and any other information with investigators. As of July 20, the VPD had received 4,300 e-mail tips, 1,500 hours of video, and 15,000 images as a result of the public’s assistance. Due to the huge number of people linking from Twitter to the VPD press releases, the server hosting the releases crashed, which impacted the rest of the site and resulted in a slow down.

While certainly beneficial to police in their investigation, the huge number of photos and videos and the incredible response of the public has also had a significant role in, not just identifying, but shaming the

rioters. Some who have been identified by the public through their photos on websites have been harassed and in at least one case, their family has been threatened. Some have lost jobs, and the employers too have suffered backlash, even though they were not involved. The shaming of people increased to the point that the VPD felt the need to issue a statement to remind people to be patient and resist the temptation to take justice into their own hands. This shaming has contributed to many people turning themselves in to police. Between June 15 and July 5, 34 people had surrendered to police. As of July 20, this number has risen to 37. Most are from outside of Vancouver, consistent with the demographics of rioters who have been arrested thus far. Interestingly, this phenomenon of turning oneself into the police seems to be impacted by the media and social media commentary. Anecdotally, after the General Manager of the Canucks and the BC Premier both came out publicly to condemn the actions of the rioters and expressed their desire for the courts to give no leniency, the number of people who turned themselves in dropped slightly. Possibly, the backlash from the media and social media influenced some to remain in hiding. Nonetheless, after the VPD Chief Constable invited rioters to turn themselves in discreetly instead of risking a public arrest and possible humiliation, and a number of people issued public apologies (usually through the media or social media), there was, anecdotally at least, a slight increase in the number of people who turned themselves in.

Public Response to Police Actions

The response by the public has been overwhelmingly positive in the support for the VPD and their actions during the riot. Some would argue that the response has been unprecedented in the history of riots. Generally, police are seen in a negative light and work has to be done after the fact to repair or restore public confidence in the police. Instead, the VPD received hundreds of letters of support and compliments in the days following the riot, so many in fact that the VPD has not been able to keep up in responding. Moreover, the number of tweets and Facebook messages of support have been too numerous to count. The VPD's Twitter account doubled in followers after the final round of the playoffs. Often, even when negative comments have been made about the VPD's actions, others in the Twitter and Facebook communities have responded with support for the police. The VPD also created an "appreciation" website on its internal page to allow its officers to see the videos, photos and letters of appreciation that had been received. As of July 7, there were 607 notes of appreciation, with most articulating the view that the VPD did a great job, displayed restraint, and that the rioters are to blame for the damage caused. The BC Civil Liberties Association even expressed its support of the VPD's actions, commending its restraint in using force and noting it on their website.

Figure 11 - The VPD "Post-it" Car



Perhaps the most visual support however was the “post-it” car (Figure 11). A patrol vehicle, left while officers were working in the downtown area near the riot location, was covered in thank you post-it notes and support notes in a matter of hours.

Support for the VPD and for the city of Vancouver has also come in more atypical ways. For example, hundreds of people spontaneously gathered downtown to assist with the clean up after the riot and several companies have launched initiatives to support police and the community members who assisted in the clean up. The Hudson’s Bay Company hosted a pancake breakfast for the volunteers who helped to clean up the downtown area in the days following the riot. Hundreds of people gathered there and the boarded up storefront became an impromptu community billboard to leave messages of support for the city and the police. The boards were donated and are to be saved and archived with the City of Vancouver as a result of the incredible level of interest demonstrated in them. One company launched a dramatic radio ad thanking the VPD for its work during the riot. Further, London Drugs launched an “I love Vancouver” t-shirt campaign. The proceeds from sales and in-store direct donations will go to the Vancouver Police Foundation in appreciation of the VPD’s efforts to keep the city safe.

Apart from the public displays of support, two polls have been conducted independently of the VPD to assess the public’s view of the riots. On June 16 and 17, Angus Reid Public Opinion conducted a poll of 906 randomly selected adults in BC. Of those polled, 65% approved of the VPD’s handling of the riot though 94% expected a larger police presence. Almost all felt that the rioters should be prosecuted to the full extent of the law. NRG Research Group and Peek Communicators conducted the second survey with a sample of 400 Vancouver residents. This survey, among other views on the riot, asked respondents to rank on a scale of 0 to 10 how responsible they thought each stakeholder was for the riot. The lowest score went to the Vancouver Canucks who earned an average rating of 1.8 and the highest rating went to “committed agitators” who earned an average rating of 8.7. The VPD scored a 4.39 (with only the Canucks and CBC rated lower), and the City of Vancouver scored a slightly higher “responsibility rating” at 4.94.

Injuries, Damages, Lawsuits and Complaints

Given the size of the riot, it is fortunate that there were relatively few serious injuries. Outside St Paul’s Hospital, approximately 100 people were treated for exposure to tear gas and pepper spray. Vancouver General Hospital saw approximately 40 people, including three who were admitted and one who was in critical condition after a fall that was not riot related. Several people were injured trying to protect stores from looting and damage while others were injured during fights that occurred as part of the riot. The Vancouver Jail also saw a number of people who were injured during the riot. Nurses at the jail treated up to 120 detainees for cuts, scrapes, bruises, lacerations, and even broken ribs. Dr. Patricia Daley, Medical Health Officer for Vancouver Coastal Health Authority, reported that most of the injuries resulted from intoxication (overdoses, or falling down) not from police actions, which she felt was the opposite of the 1994 riot. In fact, of the 114 patients seen with riot related injuries between 2000 hrs June 15 and 0800 hrs June 16, 70% (80) had likely or definitely consumed alcohol and only 9% (10) sustained injuries as a result of police action or contact with police. A further 37 patients were seen only for tear gas exposure. Of those with injuries related to the police, none required admission to the hospital.¹⁶

¹⁶ Report provided by Vancouver Coastal Health. *Stanley Cup Riot Emergency Department Visits St. Paul’s Hospital June 15th & 16th, 2011*

Several police officers were also injured as a result of the riot. A total of 22 VPD officers reported being injured. Six of these officers have missed work as a result of their injuries, and one has not yet returned to work as of August 25. Projectiles or fights with combative rioters caused most of the injuries. The most serious of these injuries included an officer who was hit in the head with a thrown brick requiring 14 stitches and causing a concussion, and an officer who was hit on the neck with a projectile. Three Transit Police officers were also reported injured. As well, many officers sustained minor injuries that were not reported but that were revealed in the interviews and questionnaires, conducted in the course of this review, of those working during the riot. As well, at least three police officers suffered injuries while policing the Finals (prior to Game 7) and their injuries ranged from a serious concussion to a broken nose.

Significant property damage was also done during the riot. Early estimates suggest that damages could be into the millions of dollars. ICBC reported that approximately 100 citizen or company vehicles were damaged, including 17 that were burned. Of those, about 20 vehicles sustained damages that were beyond repair. The Vancouver Economic Development Commission announced on June 28 that they had created a fund of \$150,000 with the help of Telus, VanCity, the Fan Zoo and To The Point Tattoo to provide small payments to uninsured businesses that had sustained damage during the riot. In some cases, businesses have indicated that civil suits will be pursued against the rioters who cannot be prosecuted criminally, as well as those who are charged.

Apart from physical damage, many of the businesses in the area of the riots were open and were staffed at the time the riot broke out. VPD's Victim Services unit reached out to approximately 37 businesses to talk to them about their experiences and to offer their services to anyone who might need or want support in the aftermath of the riot. It is important to remember that for many, this was a terrifying night where their safety was threatened and the psychological impacts could be enormous. WorkSafe BC has reported that "24 employees from various downtown businesses have submitted claims for physical and mental injuries stemming from the riot".¹⁷

The City of Vancouver estimates that, excluding VPD property, there was approximately \$137,500 in damages to City property. This includes approximately \$31,000 for damages to port-a-potties and \$25,000 for the Live Site screens that were damaged. A total of 21 VPD police vehicles were damaged or destroyed during the riot. Five VPD police vehicles were written off as total losses including three that were burned. The clean up costs for the City of Vancouver are estimated at \$38,000. Thanks to clean up initiatives organized on Facebook and Twitter, many in the public volunteered as soon as the riot was over to clean up. This saved the City of Vancouver thousands of dollars and highlighted community spirit.

Thus far, the VPD has only received two admissible Police Act complaints in the month since the riot: one service and policy complaint (that there were insufficient numbers of officers deployed) and one formal complaint regarding a complainant who disagreed with her arrest for breach of peace. Both are currently being investigated. This is extraordinary as riots generally result in many complaints against police (usually for excessive use of force). For example, Toronto Police received 357 complaints after the G20 (see Table 10). (It is important to note that the riots in Toronto and Vancouver were very different in nature. Toronto dealt with several days of action, and the riot was political in origin.) Moreover, the City of Vancouver has received only five Charter notices and one telephone report of an

¹⁷ The Province. (July 20, 2011). *Workers impacted by Stanley Cup riot seek compensation*.

injury due to the riot, which are the only cases to come forward at this time with the potential to become lawsuits against the VPD or the City.

Table 10 - Vancouver Riot Compared to Toronto G20 Riot

	Vancouver 2011 Riot	Toronto G20 Summit Riot ¹⁸
Number of Police Complaints	2	357
Number of Lawsuits	5 potential case	18 1 class action suit for upwards of \$115 million
Number of officers injured	25	97
Number of Arrests (not charged)	Approximately 115	Approximately 1,000
Number of officers deployed	Approximately 928	Approximately 4,050
Estimated Damages	Early estimates suggest in the millions	Varying reports
Social Media use	Yes	Yes

Post-Riot Assessment

An important part of any event is the de-brief that occurs afterward. For an incident of this magnitude, it is particularly important to gather information from those involved, from both internal staff as well as external officers who assisted. Without this information it is impossible to identify systemic issues, and therefore difficult to implement any necessary changes to improve upon the process for future incidents. While it is useful to assess the VPD's response in terms of the 1994 riots, given the vast differences in police approach and changes in technology, the recommendations and findings are not always applicable in 2011. As a result, the VPD engaged all internal and external officers and Traffic Authority members who were involved in the planning for Game 7, or worked during the game and/or the riot to gain a full understanding of the events leading up to and during the riot. To do this, the Riot Review Team interviewed all commanders at the Gold, Silver, and Bronze levels, as well as all front line NCOs and VPD planners. Also, the Review Team distributed a de-brief questionnaire via PowerDMS (an internal system) to all sworn officers in the department to ensure all officers had an opportunity to give feedback on their experience during the riot. PowerDMS allowed the team to determine who had responded to the questionnaire and allowed the Team to follow up when required with a respondent. The Vancouver Police Union (VPU), the Vancouver Police Officers' Association (VPOA), and the Teamsters Union were consulted during the questionnaire construction process and were supportive of the Riot Review Team's efforts to gather information.

In total, interviews were completed with 115 internal and external officers and staff. At the commander level (i.e., Gold, Silver, and Bronze) and the officers involved in the planning process, the participation rate was 100%. Of the front line NCOs, 74% participated. Those who did not were on annual leave and unable to participate. The de-brief questionnaire was answered by a total of 339 VPD officers who said

¹⁸ While the information gathered regarding the G20 comes primarily from the Toronto Police Service report on the events of the G20, it is important to note that much of the information available in the public domain regarding the riot is contradictory or unverified. Thus, the numbers in this table should be considered estimates only.

they were deployed (or deployed without being asked) to the riot as well as 44 officers from external agencies and 10 Traffic Authority officers for a total of 393 questionnaire respondents.

Overall, the officers who responded either in the interviews or in the questionnaire said that they felt the VPD responded well to the riot, given the circumstances. In particular, officers commented on the effectiveness of some of the PSU tactics (e.g., the gas, flash bangs, horses and dogs), and the assistance of the external agencies (both police and non-police) in bringing the crowd under control. The use of the ARWEN by the ERT QRT contributed to the safety of the public and police officers by targeting those in the crowd throwing projectiles and incendiary devices. It should be noted, given the focus of the 1994 Police Commission report on the use of the ARWEN and the resulting recommendation, the ERT officers who used the ARWEN had trained extensively with the ARWEN, aimed for contact below the waist and hit 28 of 29 intended targets. The officers even delayed deploying the ARWEN at a male while he was crouched down lighting an incendiary device due to his head and torso being low, and only deployed the weapon when he stood and began the throwing motion. This delay certainly increased the danger to police officers but did take into account the safety of the target. The projectile that missed the intended target hit concrete and no one else in the crowd.

In these circumstances the ARWEN was used in a controlled manner by police officers that had trained extensively with the weapon to neutralize persons capable of causing grievous bodily harm to police officers. The ARWEN was not used in an attempt to gain compliance from, or to move, the crowd. This use of the ARWEN, notwithstanding the concerns expressed in the 1994 report, does meet the criteria under which the report states that an option such as the ARWEN should be available.

Certainly, it must also be said that the officers who were working during the riot displayed courage, skill, and restraint in the face of threats to their own safety and that of the public. These qualities in such a situation meant that the VPD did not cause a riot, nor did it aggravate the state of affairs by being overly aggressive. Instead, it appears to be well recognized that the riot was caused by hundreds of instigators who came downtown to cause trouble regardless of the Canucks game's outcome. However, several common themes emerged from the data suggesting that there were issues and challenges in terms of command, deployment (planning and resources), training and equipment, communication, and the Live Site. Most of these issues relate to lessons for the VPD to use going forward in planning and responding to incidents of public disorder and, other than the Live Site, none contributed to the riot.

Command

Overall, the commanders felt that the use of the Gold, Silver, Bronze command structure was appropriate for Game 7. Key stakeholders were involved and the objectives were well articulated. Communication between command levels was viewed as effective. Access to information was not an issue. The City (in the EOC) and the VPD (in the DOC with Silver Command) both utilize CCTV cameras for large special events. For example, during the 2010 Winter Olympics, the VPD could monitor over 80 cameras. During Game 7, Silver Command had access to 11 feeds from various CCTV cameras with views that included most of Granville Street and the Hamilton Street side of the Live Site. The lead planner for the Stanley Cup Playoffs also stated that the use of additional CCTV cameras would be beneficial to the DOC for future large scale events. The VPD has long supported the use of CCTV as an effective law enforcement tool. In 2006, the VPD completed a detailed study of CCTV cameras, which outlined seven main benefits to law enforcement including its use as a crowd management tool.

Silver and Bronze commanders had agreed ahead of time on the tactics to be used and in what situations they would be deployed, though it was understood that this could change depending on the crowd's behaviour. However, they noted that, going forward, further clarification should be sought to determine when it is most appropriate to escalate tactics from the base meet and greet approach.

There is one exception to the above statement regarding the use of tactics. The ERT QRT was only added to the Operational Plans for Game 7. The Ops Plan specified that they were to attend in an ERT vehicle and bring their ERT equipment. The ARWEN is a standard piece of ERT equipment and all ERT officers train extensively with the ARWEN. There was no mention in the plan or briefings of ERT employing their equipment other than "The ERT QRT will be available to provide a rapid response to a tactical critical incident should it be required." In this instance, ERT encountered members of the crowd throwing projectiles and incendiary devices at police officers and the ERT NCO decided to deploy ARWEN rounds at specific targets due to the threat level posed by the actions of those targets. The VPD believes that the actions taken in deploying the ARWEN rounds are fully justified. The ERT NCO did report the deployment of the ARWEN rounds in his activity report at the end of the night as required by the Ops Plan, but the Silver Commander was not aware that ARWEN rounds had been deployed.

In future it would be beneficial to include use of force options and authorization requirements in the Ops Plan when ERT is called out to a Public Order event.

Given the regional nature of the event, the commanders noted that a systematic regional response plan was necessary. Vancouver is often referred to as a core city within Metro Vancouver¹⁹ whereby large numbers of citizens from outlying municipalities travel into Vancouver for work, leisure, and entertainment. Vancouver is also unique in that it is the largest port city in Canada as well as the central hub for public transportation as public transit routes begin or finish in downtown Vancouver. In addition to the large number of individuals entering Vancouver for business purposes on a daily basis, citizens and tourists throughout Metro Vancouver are also drawn to the city to experience the variety of Vancouver's public events. The current arrangements for police service (Table 11) result in a situation where the region's taxpayers do not share equally in the provision of police services. In Metro Vancouver, the "core city" phenomenon creates situations where Vancouver taxpayer-supported police officers spend large amounts of time policing non-residents. The VPD consistently provides policing services for public events in which the majority of the citizens attending are not residents of Vancouver. Furthermore, the RCMP and municipal police forces in the Metro Vancouver area are subject to different legislation and have different governance structures.

Though various police forces have strategic plans outlining their policing and organizational priorities, there is no strategic plan for the region. Common standards and procedures are lacking for consequence management for major incidents which may occur, such as planned celebrations, riots, natural disasters, and terrorist attacks. The main issues surround how to deploy diverse groups, and whether the units from different agencies will take direction from the central command of the jurisdiction where the event is occurring or deploy on their own initiative as per their command structure. Proponents of a regional police service (including the VPD and the Vancouver Police Board) contend it would result in improved levels of communication, standardized policies and practices across a region, improved ability to rationalize and monitor resource utilization, improved investigative and patrol capacities, reduced duplication of services, and the end of competition between police services for recruits, in-service police

¹⁹ Metro Vancouver includes West Vancouver, North Vancouver, Vancouver, Burnaby, Coquitlam, Port Moody, Port Coquitlam, Pitt Meadows, New Westminster, Richmond, Delta, Surrey, Langley, White Rock, Lions Bay, Maple Ridge, UBC and Abbotsford. For the purposes of this discussion, Metro Vancouver will also include Mission.

personnel, and civilians with specialized skills. More specifically, the Commission on Policing in British Columbia²⁰ concluded that the current arrangements for the delivery of policing services across Metro Vancouver raise issues related to economics, equity and consistency in policing, investigative continuity, and a number of human resource concerns. Numerous reports have raised serious questions as to whether the current arrangements for the delivery of policing services are cost effective, provide for the effective and efficient deployment of resources, and whether these arrangements actually hinder effective crime prevention and crime response.

Table 11 - Municipalities in Metro Vancouver and Policing Strength as of 2009

City	Population	Authorized Strength
Abbotsford (PD)	138,179	210
Burnaby (RCMP)	227,389	280
Coquitlam / Port Coquitlam (RCMP)	184,025	140
Delta (PD)	100,000	165
Langley City and Township (RCMP)	130,555	127
New Westminster (PS)	66,892	108
North Vancouver City and District (RCMP)	139,685	147
Maple Ridge/ Pitt Meadows (RCMP)	94,554	86
Mission (RCMP)	37,574	48
Port Moody (PD)	33,933	50
Richmond (RCMP)	196,858	237
Transit Police (SCBCTAPS)	*	167
Surrey (RCMP)	462,345	623
UBC (RCMP)	12,162	17
Vancouver (PD)	642,843	1,327
West Vancouver (PD)	44,058	81
White Rock (RCMP)	19,278	23
Total	2,530,330	3,844
* Though Transit Police do not have a specific population, they police approximately 345,000,000 passengers per year who ride Metro Vancouver's Transit system.		

The 2011 Stanley Cup playoffs is an example of a “regional event” that would have benefited from a regional police service model. The integration of Metro Vancouver police resources could have been utilized throughout the planning process as well as the operational deployments. Given that the VPD had requested resources from various police agencies from throughout Metro Vancouver during Games 6 and 7 of the final round, a regional policing service model would have provided a more efficient and effective delivery of policing services. As well, if all Metro Vancouver police agencies were under the direction of a regional police service, consistency across training as well as equipment deployment would have been improved. At minimum, the development of a regional Operational Plan would have allocated responsibilities and resources appropriately among the communities in the Metro Vancouver area. This was suggested by the VPD at the June 2 Regional Chiefs meeting though it was not implemented.

²⁰ Oppal, E.T. (1994). *Closing the Gap: Policing and the Community-The Report, Volume 1*. Policing in British Columbia Commission of Inquiry Final Report. Victoria, BC: The Commission, 1994.

While there was excellent cooperation from police leaders in the region, they understandably were focused on their own municipalities. There was no one leader/agency that could make decisions for the region. The VPD could ask for but could not require outside agencies to commit to the level of “upstream interdiction,” for example, that a single agency could have mandated. One police agency would have had operational control over all 3,800 municipal police officers (whether from independent police forces or RCMP detachments) in the Lower Mainland to deploy according to one set of priorities.

The second major issue noted by the command staff was that no one appears to know who had final authority over the event. None of the commanders were of the view that they had the authority to shut down the Live Site or to cancel them in advance. Though the commanders recognize that in theory there is a “policy group” which would hold this type of decision making power, the process under which it would be activated and utilized is not well known. Inclusion of this in the Operational Plan for relevant large regional events would streamline this process. Under common law, the VPD can probably shut down an event if there is a significant concern around public safety. Even if they had, they felt that doing so may have instigated a riot and given how fast things occurred, there would not have been time to do so regardless of authority. As well, it is unclear what the relationship is between the City of Vancouver’s EOC and the VPD’s Gold and Silver Commands. While communication did occur between the VPD and the EOC, and there was a VPD liaison within the City’s EOC, there was no specific agreement as to who had final authority over any of the actions that occurred. Thus, it is important that the VPD and the City of Vancouver come to some agreement about how to best link the EOC and the VPD’s command as well as to determine who provides the final decision making authority over any event held in Vancouver. The EOC model does allow for the enactment of a “policy group” that would include members of the City’s management team. This group was not officially enacted on the night of Game 7 but would have provided a ready point of contact for those senior decision makers within the City of Vancouver management team.

Deployment

Deployment is a critical issue that must be examined as part of the review. During the planning process, EOPS makes decisions based on the threat assessment, budget and available resources about how best to police an event. Noted in the Operational Plan for Game 7 was the fact that EOPS had to resort to mandatory callouts to staff the event. EOPS does not have the authority to block someone from taking annual leave, or to put officers on pre-scheduled callouts (given that it was unknown whether some games would be necessary). This meant that advance planning for resources was extremely difficult.

Planning for Game 7

For Game 7, EOPS had significant difficulty in finding available officers to work. Few officers had indicated their availability in the WMS system and the planners were forced to “cold call” individual officers to determine whether they would be willing to work. Some officers never responded at all, or they responded but were unavailable to work because of exhaustion from previous games or were on annual leave.

As the playoffs had progressed, EOPS was forced to rely on additional resources from other police agencies. This was particularly relevant given the regional nature of the crowds. Though all the agencies were quite receptive and collaborative, each agency had to manage its own resources within its municipality as well. There were no memorandums of understanding to bring in resources from other

areas, (no reciprocal agreements about resources were created given the timelines) other than the mutual aid agreement under the BC Police Act.

Though an investigative team was called out as part of the Operational Plan, there was no plan in place to deal with the potential large scale investigation that a riot or large public disorder would create. A pre-activated investigative command centre with a team commander would have been necessary to ensure there were sufficient resources available to deal with any investigative matters arising from a riot. Additionally, having investigators on stand-by during events such as Celebration of Light or Stanley Cup playoffs may be beneficial to ensure a quick response if necessary.

During Game 7 and the Riot

The biggest criticism levelled at the VPD in the days following the riot was that there were not enough officers on the street to deal with the crowds. This appears to be a sentiment echoed by most of those officers interviewed and most of the respondents to the questionnaire, with the benefit of hindsight. In particular, officers believed that many of the planned deployments began far too late given the early expansion of the crowds. The arrival of the social media officer in Silver Command was at the same time the game began, when problems had already been going on for hours and it was too late to redirect people to other locations. As well, PSU began their briefing at the same time the game started. By this time, the Live Site and the surrounding area were filled beyond capacity. Those officers 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. It should be noted that the deployment was based on the experience of the previous games and it is debatable whether the need for earlier deployments was predictable, particularly in light of the fact that there was no information to suggest it was necessary.

However, the size of the crowd for Game 7 was much larger than anticipated. An estimated 150,000 people were in the downtown area. It was common knowledge by this time that Vancouver was the place to go during and after games. Nonetheless, the crowd for Game 7 was almost double that seen for Game 6, which was also a potential series deciding game. It was also a younger and more intoxicated crowd than had been previously seen. Many large events are successfully managed with minimal policing requirements (e.g., Sun Run, Santa Claus and Pride parades); however, there is an increased risk of violent and riotous behaviour when the crowd is made up of large numbers of young males who have been drinking. Further, large numbers of people remained downtown even after the riot began and many people joined in the fray and were encouraged by the instigators. It was clear that hundreds of individuals came downtown with the intent to cause trouble and thousands of people provided an audience for these trouble makers and made it difficult for police to access those who were breaking the law.

The LIMA (liquor) call outs were deployed well after noon when many of the people coming to watch the game downtown had already arrived and the number of people on the SkyTrains was so large that interdiction efforts were impossible. 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 many were highly intoxicated. In hindsight, earlier deployment would have assisted in enforcement, particularly around liquor interdiction, and provided some level of deterrence by being more visible in the crowd. In addition, many officers felt that there should have been an earlier deployment of tactical officers in protective gear to manage the situation when it first began.

After the riot began, resources were reallocated by Gold and Silver Commands. Additional resources from other agencies were brought in to help. For the most part, officers who responded to the questionnaire were called out prior to the start of the game (see Table 12). Several, however, deployed without being called in (self-deployed). The official fan out process²¹ was not initiated by Silver Command; if it had been, the notification to officers would have come down the chain of command to the sergeant or staff sergeant and they would make calls directly to their officers to request their presence at a particular staging location. Instead, after a request from Silver, Gold Command had the external on-duty police agencies ensure their officers were staged as this was part of the Operational Plan. Those who self-deployed were directed to attend 2120 Cambie Street and were sent to the front lines, if they had appropriate equipment with them. In response to questions about why no fan out was initiated, officers were told during group operational de-briefs that it was a result of the regional plan providing additional resources and to ensure there was appropriate police coverage for the city the following day. In addition, it was noted that officers from the region were already on duty ready to deploy to Vancouver and could be in place far more rapidly than off-duty VPD officers being called in, most of whom live outside Vancouver.

Table 12 - Deployment and Officer Safety Questions - VPD and External Officers

Deployment and Safety Questions	VPD		EXTERNAL	
	f	%	f	%
<i>Were you called-out after the start of the game?</i>				
No	277	91%	34	77%
Yes	29	9%	10	23%
Total Respondents	306		44	
<i>Did you report for duty without being called, in response to the riot?</i>				
No	240	79%	41	93%
Yes	64	21%	3	7%
Total Respondents	304		44	
<i>Do you feel there were enough officers deployed for Game 7?</i>				
No	222	83%	28	68%
Yes	45	17%	13	32%
Total Respondents	267		41	
<i>Once Game 7 turned into a riot, do you feel there were enough officers deployed?</i>				
No	217	82%	28	70%
Yes	48	18%	12	30%
Total Respondents	265		40	
<i>Did you feel safe prior to the riot?</i>				
No	44	18%	9	21%
Yes	203	82%	33	79%
Total Respondents	247		42	
<i>Did you feel safe during the riot?</i>				
No	96	38%	16	39%
Yes	160	63%	25	61%
Total Respondents	256		41	
<i>Did you feel the situation become unmanageable?</i>				
No	129	50%	22	59%
Yes	127	50%	15	41%
Total Respondents	256		37	

²¹ VPD Regulations and Procedures Manual, Section 1.7.18 *Mandatory Fan-Outs*.

<i>What would have increased your feelings of safety? (Select all that apply)</i>				
Better or additional communication from a Supervisor	82	33%	17	39%
Better or additional equipment	108	44%	19	43%
More police presence	218	89%	28	64%
More training	80	33%	9	20%
Other	39	16%	9	20%
Total Respondents	245		44	

The number of officers deployed also has a large impact on the officers' feelings of safety and morale. While most officers felt safe before and during the riot, a majority also said they would have felt safer if more officers were present. Moreover, the majority of officers stated that there were not enough police deployed for either Game 7 or for the riot (Table 12). In interviews, commanders and supervisors all responded that they thought the crowd was particularly volatile, and too large, leaving the police vastly outnumbered and without adequate resources to protect themselves or the public. Because officers were so outnumbered, there was decreased visibility and officers often had trouble locating one another in the crowd.

However, these opinions were solicited after the officers had been through the riot. Until Game 7, feedback from officers on the street was given directly to EOPS and the VPD Executive (including supervisors and site commanders) suggested that officers felt they were adequately resourced for the issues they were dealing with. Thus, it is unknown whether the responding officers determined that there were not enough officers for Game 7 as a result of the riot, rather than based on what would have been known prior to Game 7. Others noted that the lack of safety equipment and specific direction made them feel more at risk during the riot. Nonetheless, evidence suggests that officers were not concerned prior to Game 7 about the deployment levels as no VPD officers submitted any documentation requesting a larger police deployment. The VPD Executive engaged verbally with hundreds of VPD officers and not one officer mentioned any deployment concerns. The size and nature of the Game 7 deployment was shared with regional police chiefs and senior RCMP commanders. For example, the RCMP planned to provide 97 Tactical Troop officers (predominantly drawn from Vancouver Island) starting in Game 6 and also did not make any suggestions that more officers were needed for Game 7.

Working with Other Agencies

This is one area that almost all respondents noted was effective. All officers worked with professionalism and coordinated as well as possible given the limited communication options available to them. The experience was a positive relationship building exercise in terms of working with other police agencies, as well as BCAS and VFRS.

In planning for the event, it is clear that there were gaps in coordination. Comprehensive plans between E-Comm, VFRS and the VPD were not in place as early as they could have been. For the Olympics, the VPD had years to plan; for events like Celebration of Light, the VPD has months in advance to plan. This was not the case for the Stanley Cup playoffs, where plans were required to change in the one to two days between games. The embedding of BCAS medics in VPD's PSU was invaluable, and allowed significant collaboration between these agencies. However, this could also have been done with VFRS to ensure access to the fires and increase the safety of fire fighters and the public.

During the riot, the medics in particular stood out as essential assets to public safety; the VPD for the most part was able to get medics to injured persons who otherwise would not have been tended to. However, the staff provided by all agencies that provided assistance was appreciated. Some were better integrated than others; agencies who did not have appropriate equipment available or accessible and the VPD could have had more comprehensive plans in place for agencies like E-Comm and VFRS. Communication between agencies was a clear issue and in some cases undermined the collaborative efforts. In addition, some employees did not have proper equipment (both police and non-police), making it difficult to deploy them to the front lines to assist. For example, one police agency does not issue gas masks to its officers, although that is now being reassessed. It is worth considering the use of a checklist for police to bring equipment and for other service agencies to be provided with equipment in situations such as a riot to maximize their ability to assist.

Training and Equipment

Based on the data gathered from interviews and the questionnaires, it appears that training is very good for PSU officers. Most VPD and external officers reported having adequate training for what they were required to do (see Table 13), particularly if they were part of a tactical troop or the VPD's PSU. However, officers not part of the PSU or tactical troops identified training as an issue. Many noted that they did not have specific crowd management training, and were unsure of how to coordinate with the PSU. Roles and responsibilities for PSU and non-PSU officers should be specified for incidents of this type and integrated training between the two would assist all officers in being more confident in their roles and how to work more efficiently together in the future. The commanders also agreed that extensive training should be provided to all ranks in public order and that there should be joint training done with the different departments and RCMP to ensure interoperability. In addition, some officers noted that more frequent training on how to use equipment was needed (e.g., respirators) as the equipment is not often used (though every VPD member is provided a refresher and respirator inspection annually).

Table 13 - VPD Internal Questionnaire Responses on Training and Equipment

VPD Internal Training and Equipment Questions			
<i>Do you feel you received adequate training to prepare you for your deployment at the riot?</i>			
No	77	27%	
Yes	204	73%	
Total Respondents	281		
<i>Do you feel there were any gaps in the training you received prior to the riot?</i>			
No	197	72%	
Yes	78	28%	
Total Respondents	275		
<i>Did you have a radio?</i>			
No	39	14%	
Yes	247	86%	
Total Respondents	286		
<i>If you answered yes to [the question above], were the updates adequate?</i>			
No	92	42%	
Yes	126	58%	
Total Respondents	218		
<i>Were you able to adequately hear radio communication during the riot?</i>			
No	79	31%	
Yes	176	69%	

Total Respondents	255	
<i>Did you have a cell phone?</i>		
No	21	7%
Yes (department issue)	87	31%
Yes (personal cell phone)	201	72%
Total Respondents	281	
<i>Were you able to reliably utilize your cell phone?</i>		
No (battery failed)	1	0%
No (no cell reception)	11	4%
No (other)	67	24%
Yes (department issue)	62	22%
Yes (personal cell phone)	135	49%
Total Respondents	276	
<i>Did you have all the equipment you feel was required to complete your tasks?</i>		
No	125	45%
Yes	155	55%
Total Respondents	280	
<i>Did you deploy with all the relevant equipment that you were issued?</i>		
No	25	9%
Yes	248	91%
Total Respondents	273	
<i>Was all your equipment in working condition?</i>		
No	12	4%
Yes	264	96%
Total Respondents	276	
<i>Did you have problems accessing any equipment you deployed with but did not carry with you?</i>		
No	234	89%
Yes	30	11%
Total Respondents	264	

Unfortunately, equipment was commonly identified as a problem. While slightly more than half (55%) of the VPD respondents stated that they had the equipment they needed during the game and the riot, about 45% of officers reported that they did not have all the equipment they required (Table 13). The equipment they were lacking ranged from respirators and helmets to radios to handcuffs. This meant that in some cases, officers were unable to be deployed for safety reasons. Even with the equipment, there were several issues identified, particularly in terms of radios, helmets and respirators.

Though most VPD and external agency officers had a radio to use during the riot, there were problems. First, those without a radio were unable to hear any of the communication going on and were reliant upon officers with a radio to update them. This was particularly problematic for officers from Abbotsford whose radios are not compatible with E-Comm and relied upon the VPD to give them radios or share with an officer who had an E-Comm compatible radio. The RCMP also had issues with gaining access to the VPD's command channel and required a VPD liaison. Even with a radio, there were issues with some officers not having ear pieces (and thus could not hear even if they had a radio), or not being able to connect the radio to the helmet. Some officers also reported that the ear piece was easily dislodged by the helmet. As well, many officers reported that they could not hear the radio because the crowd was too loud and if they turned up the volume on the ear piece the dispatcher's voice was too loud.

Frequently, cell phones, word of mouth from other officers, and hand signals were used instead of the radios. However, cell phones were problematic as well. If a signal was available and the phone was operating, it was often difficult to hear and officers usually did not have any relevant phone numbers at their disposal. Moreover, the use of a cell phone meant that officers had only one hand free and required them to take safety risks. PSU gear such as the helmet and respirator also made it very difficult to use a cell phone and it was not usually safe to remove the equipment.

Of those reporting that they did not have the equipment they required, a large number stated that they needed helmets and respirators. Though VPD officers have respirators as personal issue, and PSU officers are issued helmets, some officers who had been issued such equipment were unable to access it as a result of the riot. It was noted that projectiles were being thrown from the beginning; once helmets and shields were deployed it simply got worse. Other items such as more OC spray or shields were also requested. Commanders also noted in interviews that they would have liked to see a bank of radios and riot gear for all officers to ensure officer safety and that all officers should be equipped regardless of whether their police force has a public order unit. Some officers were not told to bring respirators and helmets (if they had been issued) with them when they deployed, leaving the VPD to try to equip the officers appropriately. The VPD has a limited supply of radios, helmets, and respirators and were not able to accommodate all the officers who came in to assist.

Respirators were also an issue. A number of officers from the VPD and external agencies deployed without a mask. For officer safety reasons, they could not be deployed in the field until it was safe to do so. However, it was noted in interviews that there were peripheral areas that did not have gas deployed that these officers could have assisted (e.g., transit stations) and those with masks could have been redeployed. Given the fluid nature of the disorder, however, this may not have been effective or safe. Those who did have a mask often did not know how to put the mask together using the proper filter to ensure that they were not exposed to the gas and pepper spray. As a result, some officers had masks that leaked or otherwise malfunctioned. As noted above, it also limited the ability for officers to communicate with each other. In these situations, some officers suggested that it would be beneficial for all officers to deploy with their masks attached to their duty belts as the situation escalated quickly and meant there was often little opportunity to retrieve the equipment from a vehicle.

Lastly, even when equipment was available for officers to use, it was sometimes not accessible. The equipment vans were often inaccessible to officers either because of their physical proximity away from the scene or the dynamics of what was occurring around the officers. Some officers also felt that the communication regarding the availability of equipment was lacking. Thus, even if it was available, in some cases, officers were not aware that it was. Moreover, equipment was not easily accessible for officers who had been working during the game and then required the equipment during the riot. For some, the equipment was in their vehicle that was either blocks away or was already damaged. Furthermore, if officers were able to get to their equipment, there were often no suitable places to change and officers were left to alternate standing guard duty and changing as they changed outside in public. This also had officer safety risks as officers in riot gear, unless they are part of the Tactical Unit, do not deploy with firearms. As a result, while they are changing they must un-holster their weapons and secure them in the vans. Doing so also meant that officers had to wait for relief to be able to leave the scene in the first place, leaving them in situations where they were not appropriately equipped. The VPD PSU Tactical Unit also reported not having enough access to additional supplies of less-lethal munitions.

Commanders and some NCOs reported that they felt that having more PSU officers staged and dressed in level 2 or level 3 dress at the start of the evening would have been beneficial. It would have allowed officers to be deployed immediately instead of requiring officers to retreat and change. A faster tactical response may have assisted the VPD in gaining control of the situation earlier and with less damage. Although there was a Silver Response Team (SRT) deployed under Silver Command to respond in case of a need to rescue officers, this team was not of sufficient size to be used to deploy in response to the crowds. By having the officers staged behind the scenes, the integrity of the meet and greet approach would be balanced with the potential need for a change in tactics that requires increased gear for officer safety. This was also true of the RCMP tactical troops.

Despite these issues, most officers had the equipment they required and the training they needed to work effectively during the riot.

Communication

There are three areas of communication that were assessed. First, whether officers were given adequate information prior to their deployment, and second, whether officers were able to keep informed of the situation throughout their deployment. Lastly, the distribution of the Operational Plans was examined.

Pre-Deployment

Prior to each event, officers being deployed are supposed to receive a briefing of the Operational Plan, or of the general strategy being employed for the event. Opinion from the interviews and questionnaires appears to be mixed on whether the briefings were effective (see Table 14). Interestingly, more external officers reported receiving a briefing than VPD officers (75% versus 55%). It is disconcerting that so many people in the VPD did not receive any briefing at all regarding Game 7. It suggests that the information was not being disseminated appropriately down the chain of command to the front line officers. About half of the NCOs deployed to the Live Site responded that they had received a briefing specific to the Live Site, either from PSU or from their section leader. However, the other half received either an informal briefing or no briefing at all. This suggests that there is a disconnection between the briefings provided to the supervisors and PSU by EOPS and the information that gets to the front line officers. The process of the briefings may need to be evaluated to determine how officers were deployed without adequate information about their assignment(s).

Table 14 - Pre-Deployment Briefings

Briefing on Operational Plan		
VPD Internal Questionnaire		
<i>Did you receive a briefing regarding the Operational Plan, prior to your deployment?</i>		
No	127	45%
Yes, and it was adequate	110	39%
Yes, and it was inadequate	46	16%
Total Respondents	283	
External Questionnaire		
No	11	25%
Yes, and it was adequate	29	66%
Yes, and it was inadequate	4	9%
Total Respondents	44	

Of those who did receive a briefing, most assessed it as adequate. Those who said the briefing was inadequate noted that there were no specific instructions about how to process those who are arrested, or how to deal with agitators within the crowd. As well, no contingency plans were 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. Also, the briefings did not include information on what intelligence had been gathered (or the lack of it in this case) regarding the potential for a riot. Given that there was no substantiated intelligence suggesting a riot received by the VPD, it is not unexpected that this issue would not be included in the briefing. However, it is possible that this fact was not conveyed effectively to the officers deployed. The perception exists that the briefings that were given were focused on best case scenarios and neglected detailed information about the process if a riot were to occur. This meant that some officers felt that this lack of information and direction regarding the overall plan put their safety at risk.

Briefings are only conducted for officers who are being deployed to an event. Officers working in other areas of the city, presumably not affected by the event, generally are not given a briefing, and the Operational Plan is not distributed VPD wide. As a result, any officers who are called upon to assist from other areas will have no information about the event, or the general strategy being applied unless a briefing is given prior to their redeployment to the incident. If officers are drawn into the incident (for example due to proximity if the event occurs near a district border or spreads), there would be no opportunity for this to occur.

At the commander level, it was felt that the objectives were clear for the various situations that might occur, and the strategies to be applied were agreed upon. However, many of the NCOs noted in their interviews that leaders and commanders should have reviewed the Operational Plan further in advance to ensure consistency regarding operations and deployments. This is interesting given that the commanders appear to feel that they had a good understanding of the expectations outlined in the Operational Plan, while those working under them or beside them did not feel this way. It suggests that the lack of briefing for so many officers was a significant issue, and further, that the briefings that did occur were not adequate to ensure consistency in understanding of the plan. This was true of the general briefings for game night as well as for the Live Site specifically. Additionally, 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.

During the Riot

There were several communication issues during the riot. A common complaint, regardless of the event, was the lack of radio discipline. Officers often used the radio when it was not appropriate and created excessive amounts of radio traffic that made it difficult to pick out the most salient information for both command and front line officers. The plans employed for radio channel usage were similar to those normally used for smaller events. In hindsight, a more robust plan, such as the one used for events such as the Celebration of Light, may have offered benefit during Game 7. Because of the issues with access to radios in general, NCOs reported that hand signals and face-to-face communication were frequently the best avenues to convey information during the riot. This method worked best because of the difficulties experienced hearing the information over the radio and because information was not always shared on both radio channels. Those without radios, or who had radios that only allowed updates from non-VPD sources, had to rely on VPD officers to disseminate essential information. As well, several non-

VPD NCOs commented in interviews that once the riot began, the instructions they received were often complicated or unclear. Some felt that they did not receive any specific instructions at all.

Among VPD NCOs, most officers felt that the instructions they received were clear and concise and that there was no need for extensive instruction. At the command level, there was positive feedback regarding the use of a command channel to get important information. This was also endorsed by the NCOs in their interviews. Having an operations channel and a command channel appears to have been an excellent decision. In addition, because the channels are recorded, it allows for increased accountability and tracking of decisions being made during the event. This is particularly relevant because the command logs were often vague or missing information. Specifically, the rationale for the decision being made was rarely present in the logs. Some even argued for additional radio channels to deal with specific issues, and to manage the traffic levels on each channel, similar to the protocols enacted yearly for Celebration of Light and used during the 2010 Olympics. The information being given by the dispatchers was also noted to have been particularly helpful as it was calmly and clearly provided.

One area that was particularly effective for the public was the VPD's use of social media during the riot. Though unplanned for, the VPD was able to disseminate information to those in the crowd very quickly as a result of its use of Twitter in particular. Specifically, the VPD was able to give transportation information as well as the fact that the VPD would be escalating its response to the riot to thousands of people instantly. It also allowed the VPD to give instructions for all those who had photos and videos who wished to submit as evidence.

Operational Plan Distribution

Because of the short time between hockey games (generally one to two days), there was minimal time for reassessment and adjustments to the Operational Plan. As a result, EOPS distributed the plans, at the earliest, the day before the game. This left little time for the commanders to review the plan. As well, it appears that the VPD relied upon the Operational Plans to communicate with other agencies about its plans, rather than direct conversation with those agencies, other than in terms of any resources the agency may be lending the VPD for the event. This was clearly an issue with E-Comm, for example, which had its own internal Operational Plan including the ability to "patch" radios and control the set up of radio channels. Other than distribution of the Operational Plan from the VPD, there was little communication or cooperative planning with its partners.

Some commanders and NCOs commented in interviews that they did not know of, or were not aware of, the contingency plans or the Operational Plan details prior to their deployment. This may be related to the fact that the plans were distributed very close to the day of the event. As a result, there was little time for those in charge to review the plan and ask questions, and in addition, little time for EOPS to make adjustments on the basis of any feedback. However, EOPS did receive feedback after every game in the series and that feedback was always considered and implemented in future plans wherever appropriate.

Live Site

The respondents to the questionnaire and the interviewees identified the following issues at the Live Site (note: these are general comments which are not specific to any one game – generally Game 2 on Granville and Games 5 and 7 were exceptions):

- 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;
- 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.

Table 15 - VPD Officer Responses to Live Site Questions

Live Site Questions - VPD Responses			
<i>Were there enough police resources at the Live Site?</i>			
No	105	97%	
Yes	3	3%	
Total Respondents	108		
<i>Was there enough private security at the Live Site?</i>			
No	82	88%	
Yes	11	12%	
Total Respondents	93		
<i>Was the private security effective?</i>			
No	79	92%	
Yes	7	8%	
Total Respondents	86		

Most VPD officers who were interviewed or de-briefed felt that the Live Site was overcrowded and there were too few officers deployed to the Site to manage the crowds for Game 7. It is very difficult to disentangle whether the officers responding to these questions are evaluating the number of officers in the context of what happened, or in terms of what was known prior to Game 7, considering there was no request after Game 6 for an increase in resources. Early on, officers observed that the crowd was different for Game 7, with a very large proportion of the crowd highly intoxicated. The crowd was aggressive and expressed hostility. It was also a lot younger than had been seen earlier in the playoffs and the crowd had been milling around the area for hours prior to the start of the game.

During Game 7 the security was mostly ineffective, primarily because there were too many early fans already on site when the fencing was raised, too few security guards assigned and those who were there had insufficient training to manage a crowd of the size that showed up which took all agencies by surprise. The searches done were insufficient to stem the flow of alcohol into the area. Because the crowd size was so large, and deployment of police resources occurred too late, the meet and greet strategy was largely ineffective. This was a sentiment voiced a number of times in the interviews. As noted by the commanders, more clarification is necessary to determine when is the most appropriate

time to escalate tactics in situations such as this. Most of the NCOs who were assigned to the Live Site stated that they did not feel that they had control over the crowd because of its size. Individuals in the crowd were able to climb onto roof tops, awnings, bus shelters, port-a-potties, or lamp standards. This was largely a Game 7 phenomenon. Many of these items were used as weapons against police, including bricks left at a nearby construction site (which was also specific to Game 7).

The issues identified at the Live Site that were discussed with the VPD Executive and EOPS resulted in amendments being made to the plans (for example, through the addition of the alcohol interdiction plan) over the course of the playoffs. After Games 1 and 2 of Round 4, the Live Site was moved from Granville Street as a result of the feedback received by officers and City employees about the difficulties experienced during those games. Game 3 through 6 were largely uneventful, and no concerns were raised about the deployment levels. Those concerns that were raised, were addressed where possible. .

Logistics/Planning

During the riot, a substantial number of officers stated that they were unable to access food or water and often were forced to find a solution on their own. For the most part, this was related to the inaccessibility of the supply vans and/or patrol vehicles. However, it is important to ensure that officers have access to the basic necessities while working. This is a logistical challenge considering the fluid nature of riots and the unpredictable nature of disorder as it is not always clear where trouble will begin or end and thus difficult to pre-plan locations in which supplies can be stationed. However, food, water, washroom breaks and, depending on the length of the incident, longer breaks from action are necessary and should be planned for.

More importantly, there are several areas for improvement in the VPD and City of Vancouver's planning processes. On the City of Vancouver side, there is no clear "authority" to enforce conditions or even to impose them upon event organizers. This means that any conditions that may be imposed on an event are generally meaningless because they cannot be enforced. As was discussed in relation to the command structure, without a clear authority figure that holds responsibility for the event, including shutting it down if necessary, police and City officials are left without clear direction if there are issues with the event. However, for City events, if there was some reason for believing that the event needed to be done differently or shut down in advance, the City would have the authority to do so.

From the VPD perspective, the Organizational Planning Unit within EOPS appears to be under-resourced to manage the large number of big, regional, events. Notably, the PSU coordinator position is vacant and has been since December of 2010. This position is a significant contributor to the planning process and to the EOPS section as a whole given its links to training for the entire Public Order Group. As well, the planning staff do not have formal police event planning training and have learned to plan events from experience only. It is important to point out that this experience includes heavy involvement with the planning for the Olympics and that the POC signing off on the Operational Plan for Game 7 has extensive experience and training. Nevertheless, with more staff properly trained to even higher standards for planning, and not simply scheduling, the workload could be better distributed among the staff in the Unit. Certainly more resources would assist many areas in the VPD. The assistance requested by EOPS was granted and two additional officers were loaned to EOPS to assist with planning. Despite these challenges, it should be recognized that there were almost 2,000 events held in 2010 that required a police review and/or response by the Organizational Planning Unit and there were minimal or no significant policing issues with any of them. It can be understood from this that generally speaking, the

process used by the Unit, and by EOPS more broadly, works very well. However, going forward, it could be improved.

That said, the Operational Plans for the Stanley Cup playoff games were developed very close to the time of the game, despite some earlier budget planning. The late distribution of the Plan to those expected to carry it out meant that there was little time for collaboration and integration with other agencies like BCAS, VFRS and E-Comm, getting feedback from those working during the event (e.g., answering questions or providing supplemental information), and ensuring understanding about the Operational Plan. Furthermore, for some games in the final round in particular, there were supplemental plans that were added. They were developed as issues came up during the playoff games, not in advance. The Operational Plan is expected to be adjusted in response to intelligence and on-going threat assessments for the event and thus adjustments may be necessary throughout the planning process right up until the event. The plans were generally similar enough that this may not have been a significant issue. When significant changes were made to the plan (e.g., changes to the Live Site, additional deployment teams, contingency plans), more time between the distribution of the plan and the execution of it would have been beneficial. However, given that de-brief reports are not mandatory, the EOPS staff are unable to consistently assimilate this information. During the Stanley Cup playoffs, any information given to EOPS was included in the Plan wherever required, and given the feedback received and the overall lack of intelligence suggesting a riot would occur, the Operational Plan developed was comprehensive and reasonable.

Overall, though the planning process works well enough for most events, there are improvements that can be made. Proper training and resourcing of the Unit (and EOPS generally) will allow the VPD to give more time to each event to ensure that Operational Plans are developed in advance and with the maximum amount of time for integration with other relevant stakeholder agencies.

Recommendations

It is expected that the VPD will report its progress on these recommendations in six months. The VPD has already begun to implement several of these recommendations (where possible) for the events that took place after June 15 (e.g., Canada Day celebrations and Celebration of Light). However, to ensure follow through on the recommendations, a champion will be appointed.

As a result of this review it is recommended:

- 1. THAT the VPD review administrative processes regarding event planning with the goal of utilizing technology to improve briefings, debriefings, and the record keeping of planning decisions and operational tactical decisions.** EOPS, with assistance from the Planning, Research & Audit Section, shall be responsible for implementation of this recommendation.

It was noted that not all officers received a proper briefing before being deployed. Furthermore, the only officers who received briefings about the operational plan were those officers assigned to police the event. Concern was raised post-riot that officers who were working regular patrol duties, and later redeployed to the riot, were unaware of the details contained in the operational plan.

It also was noted that there was inconsistent submission of post-event debrief reports during the playoffs, or that these reports sometimes contained limited information. Having detailed

debrief reports submitted in a timely manner allows EOPS planners to incorporate relevant information and modify operational plans for the next upcoming event.

A consistent method of recording and archiving information is required. The preservation of the Department's records and decision making during the planning process, and the recording of the rationale behind tactical decisions, creates permanent detailed records for future reference.

The VPD has already begun to address these issues. While planning the 2011 Celebration of Light (COL), EOPS developed and delivered electronic presentations to all officers on-duty during the COL. This ensured that briefings were consistently presented to all officers and everyone was aware of the operational plan. In addition, the Planning, Research & Audit Section has developed a project plan to assist EOPS with improving its debrief and record keeping processes.

- 2. THAT the VPD review, identify and address equipment requirements for officers in relation to crowd management.** EOPS, in conjunction with Police Stores, shall be responsible for the implementation of this recommendation.

The VPD currently has a stockpile of approximately 150 kit bags containing protective equipment and helmets for non-PSU officers. It was noted during the review that this inventory needs to be increased. Plans are currently underway to enhance the protective equipment in the existing bags and increase the total inventory to 300 bags. These bags would be readily available to non-PSU officers in the case of a public order emergency. The estimated cost for this equipment is approximately \$160,000.

The Department also needs to stage PSU equipment in appropriate locations to allow PSU officers quicker access to tactical gear and supplies during major events.

In addition, a readily accessible inventory of expendable supplies (e.g., 'flex cuffs', Oleoresin Capsicum spray, water, etc.) will be made available to front-line officers during major events.

- 3. THAT crowd management training for non-PSU officers is examined in the context of VPD training priorities and that this examination be referred to the VPD's Training Board.** The Training and Recruiting Section shall be responsible for the implementation of this recommendation.

As a result of the 2010 Winter Olympics, the VPD provided all officers with training in crowd psychology, information on Molotov cocktails and classroom based scenarios as part of their in-service training. Supervisors also receive crowd management training as part of the supervisor module training.

Officers have expressed a desire to increase their knowledge in crowd management tactics so they can better support the PSU in public order situations. Given the many training demands faced by the VPD, it would be valuable to assess the priority of this training relative to competing training demands.

This assessment is to be provided to the Training Board for review and action as necessary.

- 4. THAT the VPD prepare a resolution to be submitted for consideration to the Canadian Association of Chiefs of Police (CACP) with the aim of recommending to the Canadian Radio-**

television Telecommunications Commission (CRTC) that it make it mandatory for cell phone providers to provide wireless priority service to their networks for all emergency service providers. The Communications Section shall be responsible for the implementation of this recommendation.

Cell phones are critical to any police operation. Wireless priority service to cell phone networks would ensure that emergency service providers have network access during a major event. Currently only one Canadian telecommunications company provides wireless priority service.

5. **THAT a pool of cell phones with wireless priority service be acquired for critical command staff and other identified positions.** The Communications Section shall be responsible for implementation of this recommendation.

Due to the overwhelming number of people in the downtown core, cell phone networks were operating at capacity during several playoff games. In some instances, the networks could not handle the volume of cell phone traffic resulting in users not being able to use their phones. Cell phones are critical to any police operation and having phones with wireless priority service would ensure that critical phone communications are maintained. The first-year cost of acquiring WPS is estimated at \$20,000.

6. **THAT the VPD continue to develop and formalize the integration of British Columbia Ambulance Service (BCAS) paramedics into the Public Safety Unit, and explore the feasibility of integrating Vancouver Fire and Rescue Service (VFRS) members into the PSU.** EOPS shall be responsible for the implementation of this recommendation.

In light of the successful integration of BCAS paramedics within PSU, the VPD should explore expanding this integration. Building on the success of the BCAS integration the VPD should consider integrating VFRS personnel within PSU. Cross-training opportunities between BCAS, VFRS and PSU should be fully explored to strengthen the capabilities of the PSU during major events.

7. **THAT the City of Vancouver, in consultation with public safety agencies such as the VPD and the BCAS, review and establish standards for live site design, location and logistics, with the aim of following the 2010 Olympic Live Site model.** EOPS shall be the VPD lead in advancing this recommendation with the COV.

The design, location and logistical implementation of a Live Site have a significant impact on the VPD and other public safety agencies to effectively ensure safety. These factors can: affect the demographics of the crowd that attends; reduce the incidents of alcohol consumption within the Live Site; minimize external crowds, and; ensure adequate staffing, security and equipment is in place.

8. **THAT the City of Vancouver increase the VPD's operating budget to incorporate additional funds for Public Safety Unit training.** The DCC of Support Services shall be the VPD lead in advancing this recommendation with the City of Vancouver.

In 2009 the City of Vancouver provided \$200,000 for PSU training in the lead-up to the 2010 Winter Olympics. The VPD has unsuccessfully requested funding to continue this training in 2010 and 2011. Instead the funds have been taken from other areas of the VPD budget which

impacts the planning and execution of regular training. Including funding for PSU training within the operating budget will ensure that best practice standards in PSU training are met.

Conclusion

Riots in relation to major events, sporting and otherwise, have occurred with disturbing regularity in Western democracies and also in less free societies where the response from government can be brutal. While some riots may be attributable at least partly to an inadequate police response, in others the police have been exceptionally well-prepared and resourced, and/or willing to use high levels of force, yet the riots still occurred. In other words, in general riots cannot be attributed solely to a lack of police resources or skill; there is no amount of police resources that can prevent riots in huge crowds when the right dynamics are present, (e.g., when there are disproportionate numbers of angry young men, intoxication, a sense of anonymity). The solutions to preventing riots are much more complex than policing alone because the factors that can lead to a riot are so complex themselves.

The main finding of this review is that a convergence of factors that contributed to the disorder that occurred on June 15. None, on its own, directly caused the riot to occur. In short, a riot occurred because hundreds of instigators, many of whom were young intoxicated males, decided to riot. Another group joined in while the majority of people acted as an enthusiastic audience who encouraged and unwittingly aided the rioters by insulating them from the police by refusing to leave the area. These circumstances were exacerbated by the phenomenon of thousands of attendees using camera phones to record what many seemed to view as “entertainment.”

As such, this review shed light on some areas for further consideration, particularly: event planning, capacity, and target audience; enhanced measures to manage alcohol consumption upstream and during the event; as well as the need for regional planning and training. It also highlighted areas in which the VPD excelled: the police planning in a short time period for a large event, the tactics used, and the integration during the riot with external agencies, particularly BCAS. The overwhelming support for the VPD’s actions shown by the public is a testament to the skill, courage and restraint shown by the officers to bring the riot under control quickly and effectively.

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- Vancouver Fire and Rescue Service
- BC Liquor Control and Licensing Branch
- BC Ambulance Service
- City of Vancouver
- RCMP E Division and Lower Mainland and Island Detachments
- Port Moody Police Department
- Delta Police Department
- West Vancouver Police Department
- Abbotsford Police Department
- New Westminster Police Service
- South Coast British Columbia Transportation Authority Police Service

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