

NO: R088

COUNCIL DATE: May 13, 2019

REGULAR COUNCIL

TO: **Mayor & Council** DATE: **May 9, 2019**

FROM: **General Manager, Parks, Recreation & Culture** FILE: **1850-20**
General Manager, Finance

SUBJECT: **Community Events Policing Grants Program**

RECOMMENDATION

The Parks, Recreation & Culture Department and the Finance Department recommend that Council:

1. Receive this report for information; and
2. Approve an increase to the maximum limit of grant per eligible event under the City's Community Events Policing Grant Program (the "Program") from \$35,000 to \$55,000.

INTENT

The intent of this report is to provide Council with an overview of the current Program and to seek Council approval to increase the maximum grant per eligible event from \$35,000 to \$55,000, to provide relief to eligible community groups that are facing an increase in their event policing costs in response to increased community participation and event growth.

BACKGROUND

At its Finance meeting on February 23, 2015, Council approved Corporate Report No. F013; 2015 (attached as Appendix "I"), establishing the Program to partially off-set policing costs associated with community-led special events up to a maximum of \$35,000 per event.

In 2015, the City received more than 140 applications from groups to hold special events and festivals on City property or on City streets. Events range from athletic tournaments to large scale parades to cultural festivals. Since that time, the annual number of applications has increased to 200. Surrey has also seen an increase in the attendance and the size of events resulting in an increase to the cost of policing which is required to address public safety issues.

A summary of grant recipients since the inception of the program is attached as Appendix "II".

DISCUSSION

Policing of Special Events in Surrey

Surrey's Festival and Events Support Team ("FEST") reviews applications and makes recommendations to ensure that community events are well-organized, safe and address a broad range of public interest, including noise, litter, traffic management, public health and emergency services.

The *Special Events Regulation By-law No. 14731* ("the by-law") states that the level of police resources assigned to special events is two officers for events of up to 500 persons, and a further officer for each additional 250 persons anticipated to attend the event.

Table 1 demonstrates the increased participation and policing costs to host Surrey's three largest parades in 2015 and in 2018.

Table 1 – Surrey: 2015 vs 2018

Parade	2015 / 2018 Spectators	2015 Policing Costs/Grant	2018 Policing Costs/Grant
Gurpurab Diwas Nagar Kirtan Parade (November)	12,000/15,000	\$ 18,585/\$9,293	\$ 28,722/\$14,361
Miri Piri Parade (July)	12,000/15,000	\$ 12,873/\$ 6,473	\$ 16,168/\$8,084
Vaisakhi Parade (April)	300,000/500,000	\$ 81,327/\$0	\$ 144,440/\$35,000

As event sizes are growing, the impact to organizers for policing costs can become significant and may impact the viability of hosting the event. An increase to allow a partial offset of policing costs to a maximum of \$55,000 will expand the City's support for successful community events hosted in Surrey, particularly for large events such as the Vaisakhi Parade which saw over 500,000 attendees in 2018.

Policing of Special Events in Vancouver

The City of Vancouver hosts several large events comparable to the City of Surrey. The City of Vancouver's Special Events Office ("FASE") Team manages a similar grant program as the City of Surrey.

The City of Vancouver has three long standing 'civic parades' that require the City of Vancouver's support services including the Vancouver Police Department and Engineering Traffic Operations. Both require staff and equipment to facilitate the road closures and ensure public safety for the parades listed below in Table 2.

Table 2 – Vancouver: 2018/2019

Parade	Event Date	Spectators	Invoiced Policing Costs	Grant
Pride Festival	August 5, 2018	655,000+	\$131,031.56	\$51,000
Chinese Spring Festival Parade	February 10, 2019	100,000+	\$43,567.62	\$30,000
Vaisakhi Parade	April 14, 2019	150,000+	\$79,186.40	\$30,000

Increasing the grant maximum to \$55,000 for a single event is similar to the level of support the City of Vancouver provides to its major events such as the Pride Festival.

The Program

The following outlines the criteria under which community groups can apply to the City for grants to partially off-set the costs of Policing services.

This Grants Program applies only to events, parades and festivals:

- Held on City lands or on City streets, in accordance with the *Special Events Regulation By-law No. 14731*;
- Where any member of the general public can attend free of charge; and
- Where RCMP officers are in attendance and the City has invoiced the hosting organization for recovery of policing costs.

This Grant Program does not apply to events:

- That are admission-based (ticketed) where the host organization is charging a fee for entry to the event or for participation in the event, whether paid in advance, at the time of entry, or at any time throughout the duration of the event.

Prior to 2015, hosting organizations paid 100% of invoiced policing costs. Following the adoption of Corporate Report No. F013; 2015 event organizers were eligible for a grant in the amount of up to 50% of invoiced policing costs, to a maximum of \$35,000 to promote community-based events and celebrations that improve the quality of life for Surrey residents. These events also celebrate Surrey's cultural diversity and provide indirect financial benefits to Surrey's business community. It is proposed that this maximum be increased up to \$55,000 to support the partial off-set of police costs due to the growing size of events in Surrey.

FUNDING

Based on known or anticipated events that will be eligible for grants under the Program in 2019, it is expected that the Program for 2019 would cost approximately \$125,000. The expenditure beyond the 2019 available budget of \$54,444 will be funded out of the 2019 City Grants Operating Budget.

Staff will bring forward a recommendation to increase the annual allocation of funds to the City Grants Operating Budget during the 2020 annual budget process.

SUSTAINABILITY CONSIDERATIONS

The work of the Cultural Grants Program supports the objectives of the City's Sustainability Charter 2.0. In particular, this work relates to Sustainability Charter 2.0 theme of Education & Culture. Specifically, this project supports the following Desired Outcomes ("DO") and Strategic Direction ("SD"):

- Arts and Heritage DO7: An enviable and vibrant arts and heritage sector contributes to Surrey's citizen engagement, enrichment, economy, community livability and civic pride;
- Arts and Heritage DO9: Surrey supports and celebrates its diverse artists, cultures and community heritage through inclusive festivals, programming and events;
- Arts and Heritage DO12: Surrey nurtures a unique participatory community-based arts scene; and
- Arts and Heritage SD8: Support the growth of a diverse arts sector through the development of Surrey's cultural corridor.

CONCLUSION

In order to promote community-based events and celebrations that improve the quality of life for Surrey's residents, and which can provide indirect financial benefits to the City's business community, it is recommended that Council approve an increase to the maximum grant allocation as generally described in this report.

Laurie Cavan
General Manager
Parks, Recreation & Culture

Kam Grewal, CMA, CPA
General Manager
Finance

Appendix "I" – Corporate Report No. F013; 2015
Appendix "II" – Summary of Previous Grant Recipients

CORPORATE REPORT

NO: *F013*

COUNCIL DATE: *February 23, 2015*

FINANCE COMMITTEE

TO: **Mayor & Council**

DATE: **February 2, 2015**

FROM: **General Manager, Parks, Recreation and
Culture General Manager, Finance and
Technology**

FILE: **1850-20**

SUBJECT: **Grants to Offset Policing Costs for Community Events**

RECOMMENDATION

The Parks, Recreation and Culture Department and the Finance and Technology Department recommend that the Finance Committee recommend that Council:

1. Receive this report as information;
2. Approve a program that permits eligible community groups to apply for grants based on the criteria outlined in this report, to partially off-set policing costs associated with community-led special events, as outlined in **Appendix I** of this report;
3. Authorize the General Manager, Finance and Technology to approve grants in accordance with criteria set out in **Appendix I** of this report;
4. Direct staff to report to Council annually regarding the grants that were approved in the previous year; and
5. Approve an allocation of \$55,000 from the Council Initiatives Fund as shown in **Appendix II** of this report.

INTENT

The intent of this report is to provide Council with an overview of the current City practices in relation to charging groups for RCMP costs related to hosting community events. The report also provides a comparison to other Cities' practices and proposes a new grant program that will assist groups in off-setting policing costs.

BACKGROUND

Surrey embraces a diverse population from a broad range of cultural backgrounds and celebrates a rich blend of festivals and events that are accessible to all who live in Surrey. In addition, Surrey promotes active living for people of all ages and abilities, making venues available for a wide variety of sporting tournaments. Further, Surrey realizes economic benefits from the hosting of sport tournaments and special events in the City.

The City annually receives more than 140 applications from groups to hold special events and festivals on City property or on City streets. Events range from athletic tournaments to large scale parades to cultural festivals.

Surrey's Festival and Events Support Team (FEST) review applications and make recommendations to ensure that events are organized, safe and address a broad range of public interest, including noise, litter, traffic management, public health and emergency services.

Groups that are granted permits to hold special events may require City services, such as Fire Service response teams, the advertising of public notifications and policing costs. The cost of supplying these services is recovered from event organizers. The largest costs are generally associated with policing services, which are required to address public safety issues.

DISCUSSION

Policing of Special Events in Surrey

The **Special Events Regulation By-law No. 14731** ("the by-law") states that the level of police resources assigned to special events is two officers for events of up to 500 persons, and a further officer for each additional 250 persons anticipated to attend the event.

The by-law also provides that the Commanding Officer, based on a risk assessment, may reduce the number of officers, approve the use of Accredited Volunteers, and also approve the use of Accredited Private Security personnel. In addition, the Commanding Officer may also require the provision of a command post and other necessary security on and around the site.

Recovery of Policing Costs for Events

The by-law states "prior to the issuance of the event permit, payment for the additional policing services must be made to the City".

The charge-out rate for RCMP officers is \$105 per hour, which is inclusive of meals, overtime, and supervisory staff. RCMP vehicles that are required in support of special events are charged out at \$25 per hour. The following are examples of typical events held in Surrey, with the approximate value of the policing costs shown beside them:

1. City Events include Party for the Planet, Fusion Festival, Canada Day, Cloverdale Rodeo and Tree Lighting Festival. *The cost of policing for City events is covered within the City Police Budget.*
2. Third Party, Non-ticketed Events:
 - a) Small Events – Examples include:
 - i. Espirito Santo Parade
 - ii. Big Rig for Kids Lighted Trucks

These types of events observe standard rules of the road, and generally there are no police charges for them.

- b) Larger Events – Examples include:
 - i. Vaisakhi Parade - \$74,000
 - ii. Pioneer Day - \$11,000
 - iii. Ride to Conquer Cancer - \$11,000
 - iv. Indian Cultural Festival (Prof Mohan Singh) - \$10,500
 - v. Miri Piri Parade - \$7,500
 - vi. Jamaican Festival - \$1,800

To date, 100% of RCMP costs have been invoiced for these types of events.

3. Third Party Ticketed Events – Examples include:
 - a) Mumford and Sons Private Concert - \$18,000
 - b) Typical Kabaddi Tournament - \$7,000

To date, 100% of policing costs have been invoiced for ticketed events.

A number of non-profit groups that host public events have expressed concerns that policing costs are becoming prohibitive.

Recovery of Policing Costs in Other Cities

Staff have reviewed the recovery of policing costs in several other Lower Mainland Cities. Without exception, policing costs for events hosted by a City were absorbed within that City's police budget. For events put on by third parties, there were several different ways of dealing with policing costs. Some examples include:

- 1) Vancouver

- Partnered events (e.g. Chinese New Year Celebrations) – A percentage of total costs are subsidized by the City, ranging from 50-70%.
 - Third party events (e.g. Vancouver Marathon) – Event organizers pay policing costs, but can receive an off-set grant of up to \$1,000 per event. This greatly assists small community events. Vancouver has an annual event grant budget of \$100,000.
- 2) Richmond
- Third party events - Event organizers pay policing costs.
- 3) Burnaby
- Third party events – Event organizers pay policing costs, but are eligible for grants from Festivals Burnaby, ranging in size from \$4,000 – 25,000. The annual events grant budget is \$100,000.
- 4) Delta
- Third party events - Event organizers pay policing costs.
- 5) Coquitlam
- Third party events – Event organizers pay policing costs but are eligible for grants that are based on the size and scope of the events. Coquitlam has an annual budget of \$175,000 for events.

PROPOSED CITY OF SURREY PROGRAM FOR GRANTS TO OFF-SET POLICING COSTS

The following proposed program outlines the criteria under which community groups can apply to the City for grants to partially off-set the costs of Policing services:

This Grants Program applies only to events, parades and festivals:

- held on City lands or on City streets, in accordance with the **Special Events Regulation By-law No. 14731**;
- where any member of the general public can attend free of charge; and
- where RCMP officers are in attendance and the City has invoiced the hosting organization for recovery of policing costs.

This Grant Program *does not* apply to events:

- that are admission-based (ticketed) where the host organization is charging a fee for entry to the event or for participation in the event, whether paid in advance, at the time of entry, or at any time throughout the duration of the event.

Hosting organizations that have paid 100% of invoiced policing costs prior to the event may apply in writing to the City for a grant in the amount of **50% of invoiced policing costs, to a maximum of \$35,000.**

Only those organizations that are in good standing with the City may apply for a grant to off-set policing costs. Organizations **would not** be considered to be in good standing if they:

- have any outstanding payments to the City;
- are in breach of City by-laws;
- are in litigation against the City.

Funding

Based on known or anticipated events, it is expected that the proposed Grant Program for 2015 would cost approximately **\$55,000.**

No specific funding for the proposed Grant Program has been identified in the 2015 Operating Budget or the Five-Year Financial Plan. Should Council wish to proceed with the proposed Grant Program in 2015, funding could be taken from the 2015 Council Initiatives Budget a copy of which is attached as **Appendix II.**

Should Council approve this program, staff will review it thoroughly during the next budget preparation and bring forward recommendations for including future year's grants in the 2016-2020 Five Year Financial Plan.

SUSTAINABILITY CONSIDERATIONS

The proposed Grant Program will assist in achieving the goals of the City's Sustainability Charter, specifically:

- Socio-Cultural Goal #12: Establishing a range of local cultural and entertainment opportunities throughout the City; and
- Socio-Cultural Goal #13: Promoting a variety of opportunities for community celebration and gathering through local and City-wide events and festivals.

CONCLUSION

In order to promote community-based events and celebrations that improve the quality of life for our residents, and which can provide indirect financial benefits to our business community, it is recommended that the Finance Committee recommend that Council:

1. Approve a program that permits eligible community groups to apply for grants to partially off-set policing costs associated with community-led special events, as outlined in **Appendix I** of this report;
2. Authorize the General Manager, Finance and Technology to approve grants in accordance with criteria set out in **Appendix I** of this report; and
3. Direct staff to report to Council on a quarterly basis regarding the grants that were approved in the previous quarter;
4. Direct staff to report to Council annually regarding the grants that were approved in the previous year; and
5. Approve an allocation of \$55,000 from the Council Initiatives Fund as shown in **Appendix II** of this report.



Laurie Cavan
General Manager
Parks, Recreation & Culture



Vivienne Wilke, CGA
General Manager
Finance & Technology

Appendix I – Program for Grants to Partially Off-set Policing Costs for Special Events (appendices available upon request)

Appendix II – Status of Council Initiatives Fund (appendices available upon request)

OCC/vw

APPENDIX "II"



POLICING AT COMMUNITY EVENTS
2015 - 2019 (YTD)

Description	Allocations	Grant Awarded	Remaining
2015 Adopted Budget	\$ 18,670		
Cloverdale Santa Parade		2,100	
Gurpurab Diwas Nagar Kirtan Parade		9,293	
Miri Piri Parade		6,437	
Big Rigs for Kids Lighted Truck Parade		840	
		<u>18,670</u>	<u>\$ -</u>
Carryforward from Previous Year	\$ -		
2016 Adopted Budget	55,000		
	\$ 55,000		
Heart and Stroke Big Bike Ride		1,313	
Miri Piri Parade		9,093	
Greek Food Festival		2,315	
Shaheedy Saka Parade		2,202	
Gurpurab Diwas Nagar Kirtan Parade		8,594	
Cloverdale Santa Parade		1,730	
Big Rigs for Kids Lighted Truck Parade		383	
		<u>25,630</u>	<u>\$ 29,370</u>
Carryforward from Previous Year	\$ 29,370		
2017 Adopted Budget	55,000		
	\$ 84,370		
Freedom of the City		772	
Heart and Stroke Big Bike Ride		1,733	
Vaisakhi Parade		35,000	
Miri Piri Parade		7,766	
Gurpurab Diwas Nagar Kirtan		9,027	
Shaheedy Saka Parade		3,854	
		<u>58,151</u>	<u>26,218</u>
Carryforward from Prior Year	\$ 26,218		
2018 Allocated Budget	55,000		
	\$ 81,218		
Sikh Youth Sports Society		5,276	
Vaisakhi Parade		35,000	
Surrey Pride Society		690	
Miri Piri Nagar Kirtan Parade		8,084	
Heart and Stroke Big Bike Ride		1,668	
BC United Kabaddi Federation		4,715	
Kamagata Maru Kabaddi Club		5,233	
Youth Sport Club		5,598	
Vancouver International Bhangra Festival		1,150	
Gurpurab Diwas Nagar Kirtan		14,361	
		<u>81,774</u>	<u>-\$ 556</u>
Carryforward from Prior Year	-\$ 556		
2019 Allocated Budget	55,000		
	\$ 54,444		
		<u>-</u>	<u>\$ 54,444</u>