



2009 Annual Report

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Introduction



A need for coordinated efforts related to the night time economy in Edmonton was first identified in 2001. Mixed-use development, which includes entertainment venues, places residents and commercial businesses in close proximity, and can result in conflicts about noise, trash, vandalism, fights and public urination.

Coordinated approaches to set community standards and hold patrons accountable for behaviour can prevent or address impacts to residents and visitors. Research of best practices found the Responsible Hospitality Institute (RHI). With RHI's leadership, extensive consultation with Edmonton's hospitality industry, residents, development organizations and regulatory agencies led to the development of several recommendations. These recommendations were approved by City Council in December 2006.

Responsible Hospitality Edmonton (RHE) is the name of the formal structure the City of Edmonton established to address these recommendations. RHE is modelled on the RHI recommendations and provides a framework for how we plan, manage and police vibrant places throughout the city where people can socialize in safety and comfort.

To address the approved recommendations, the work of RHE has been defined in three areas:

1. City-wide Projects and Initiatives
2. Public Safety Compliance Team (PSCT)
3. Street as a Venue (SAV) – Whyte Avenue Facility Management

This report describes the activities/work of RHE in 2009 and provides information about its direction in 2010. More about RHE is available at www.responsiblehospitalityedmonton.ca.

RHE Staff

Staff of the RHE initiative are organized primarily by four roles: Program Management, PSCT Coordination, SAV Coordination (Whyte Avenue Facility Management) and Administration. 2009 saw a nearly complete change in staffing in these roles.

Program Management

Work in this area deals with both the management of the RHE initiative and coordination of RHE's involvement in projects and initiatives that have a city-wide impact, in both a leading and supporting role. At this time, there is no identified program management position within RHE. Management responsibilities have been carried by the City of Edmonton's Office of Public Involvement (OPI). With the end of the initial RHE Panel subsequent loss of the Panel Coordinator in 2007, coordination of city-wide projects and initiatives have been carried by staff of RHE and OPI.

Since RHE's inception in 2006, Jill Bradford Green, OPI Director, performed the role of RHE Program Manager until her retirement in October 2009. Angela Turner, hired as the OPI Manager (replacing Jill), has continued to provide program management support to the RHE initiative.

Public Safety Compliance Team (PSCT) Coordination

The PSCT involves coordinating the efforts of the municipal and provincial agencies involved in the licensing, regulation and enforcement of licensed premises, both outwardly in dealing with licensed premises and inwardly in working to influence changes in policy and procedure.

The PSCT Coordinator also provides support with projects and initiatives, related to RHE, in both a leading and supporting role.

In February 2009, the PSCT Coordinator, Edmonton Police Service (EPS) Sgt. Gary Godziuk, received a promotion to EPS Staff Sergeant necessitating his return to duties within EPS. EPS Sgt. Nicole Chapdelaine was seconded to RHE in April 2009 and is expected to remain until 2011.

Street-as-a-Venue (SAV) Coordination - Whyte Avenue Facility Management

SAV coordination is about managing the *other 9 to 5* (9 pm to 5 am) to mitigate the impacts of the night-time economy on neighbouring residents and day-time businesses. Whyte Avenue, one of the busiest hospitality zones in the city, currently has a Facility Manager in place. The Facility Manager strategically acts as a corporate change agent in the facilitation, coordination, planning and implementation of all aspects of the City of Edmonton services and programs on Whyte Avenue in collaboration with community.

The SAV Coordinator also provides support with projects and initiatives, related to RHE, in both a leading and supporting role.

Cindy Davies, Whyte Avenue Facility Manager since April 2007, went on an extended leave in September 2009. Darb Erickson was brought in as the interim Whyte Avenue Facility Manager in August 2009.

Administration

There are a number of administrative requirements needed to support the RHE initiative, including:

- Development and maintenance of the PSCT database
- Preparation of Council/Committee Reports
- Preparation and processing of Professional Service Agreements
- Preparation and formatting of correspondence and other reports
- Coordination of office services (phone, computers, furniture, travel arrangements, etc.)
- Processing of invoices for payment
- Reviewing of daily media monitoring for RHE related stories
- Preparation of PSCT inspection lists and forms, transcription of completed forms into PSCT database
- Collection of information for PSCT database from contributing agencies
- Preparation of reports using information from the PSCT database as required

While there is no administrative position within RHE, Nanette Warman, with OPI, has fulfilled the requirements since 2007 and continues to do so in 2010.

City-wide Projects and Initiatives

RHE's mandate is to create a safe and vibrant community by providing the framework for collaborative and integrated systematic change to how we collectively plan, manage and police hospitality zones.

In 2009, RHE focussed on a number of initiatives to foster relationships, encourage collaborative solutions and generate awareness of the City of Edmonton's night time economy.

Best Bar None

RHE has been involved in the development of the Alberta Gaming and Liquor Commission's Best Bar None (BBN) program both at a Steering Committee and a Project Committee level.

Originally launched in the United Kingdom, BBN is a recognized accreditation and awards program that promotes the responsible management and operation of alcohol-licensed premises. The purpose of the program is to reduce alcohol-related harms by raising the standards of licensed premises and building positive relationships among all stakeholders (operators of licensed premises, industry partners, law enforcement and concerned community groups). BBN rewards responsible licensees and encourages all licensees to improve their operating standards.

Launching of the program in Edmonton is expected in mid 2010.

Proposed Hospitality Association

Work continued on the recommendation to "Recognize hospitality, dining and entertainment as an integrated economic engine through the development of an industry-driven city-wide association."

RHE hosted industry forums (with invitations to all bar/lounge/nightclub business licensed premises in Edmonton at that time) to discuss what services/programs are needed, whether or not there was support for a hospitality association and options for funding the association.

Potential services/programs identified were:

- To assist in the advancement of the successful and responsible operations of hospitality related businesses
- To coordinate and work with other stakeholders in the hospitality industry to promote a positive image to the community at large
- To liaise with other organizations so as to proactively address community concerns related to the hospitality businesses
- To advance and promote the hospitality industry to the community at large as a vital part of Edmonton's appeal and culture

- To coordinate and work with other stakeholders in the hospitality industry to promote Edmonton provincially, nationally and internationally a destination sociable city
- To coordinate with and assist other charitable groups and organizations who have similar objects in order to forward the efforts and goals of the Hospitality Association
- To advocate with government agencies with respect to policies and decisions impacting on the industry
- To lobby policy and decision makers with respect to required systemic change and/or new ways of doing business that will support and grow the industry
- To research best practices and ultimately incorporate those in the day to day operation of our industry and those organizations that work in concert with the industry i.e. municipality, other hospitality associations.
- To coordinate communication and marketing efforts both internally to the Association and externally to the general public.
- To identify and offer/co-ordinate training opportunities to membership

Results from the forums, along with other industry consultations, were reported to City Council's Executive Committee on June 3, 2009. A motion to develop an Association Terms of Reference and Business Plan necessitated additional discussion with industry that has continued into 2010.

Edmonton Two-Day Regional Forum

In May 2009, RHE organized and hosted a two-day regional forum in Edmonton around the night time economy. Attendees included representatives from:

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|---|---|
| <ul style="list-style-type: none"> ▪ Alberta Gaming and Liquor Commission (AGLC) ▪ Alberta Health Services Addictions and Mental Health ACAPS ▪ Alberta Liquor Store Association ▪ Bar Futures ▪ Calgary Downtown Association ▪ Calgary Police Services ▪ City of Calgary ▪ City of Edmonton (Asset Management & Public Works, Community Services – Great Neighbourhoods, Planning & Development – Current Planning and Community Standards, Transportation – Transit, and Deputy City Manager's Office) ▪ City of Kelowna | <ul style="list-style-type: none"> ▪ Downtown Business Association of Edmonton ▪ Downtown Kelowna Association ▪ Edmonton Fire Rescue Services (FRS) ▪ EPS ▪ Gateway Entertainment ▪ Northern Alberta Institute of Technology ▪ Oil City Hospitality Group ▪ Old Strathcona Business Association ▪ Procura ▪ Royal Canadian Mounted Police (Red Deer and Kelowna) ▪ Sherlock Holmes Pubs ▪ Skyslimit Inc./Iron Horse Night Club ▪ Urban Lounge ▪ Victoria Crossing BRZ (Calgary) |
|---|---|

The forum included four expert presentations:

- Jim Peters, Responsible Hospitality Institute
- Jeff Linkenbach, National Most of Us Institute for Social Norms
- Friedner Wittman, Institute for Study of Social Change
- Kathryn Graham, Centre for Addiction and Mental Health

Additionally, attendees were given the opportunity to learn from RHE and how it has utilized public safety compliance team and street-as-a-venue approaches, integrated patron responsibility campaigns, and adapting business systems to support community standards.

Responsible Hospitality Institute Annual Networking Conference

RHE attended the 2.5 day annual conference in November 2009. In addition to the opportunity to attend presentations, RHE presented the work it has done around the street-as-a-venue approach since 2007.

At the conference, the Responsible Hospitality Institute named Edmonton the Most Sociable City in North America. "Cities that received awards are outstanding models for planning and managing nightlife. Their city leaders are at the forefront of innovation for harnessing dining and entertainment as an economic engine to drive revitalization and increase city funds," says president Jim Peters. Criteria to determine the top sociable city focused on safety and vibrancy to encourage partnerships, proactive compliance education and training, public space entertainment, multi-cultural and/or multi-generational activities and public services supporting an active nightlife.

Other Municipalities

Regular communication continues with municipal representatives in Calgary to share learnings and best practices.

RHE liaised with several other municipalities providing opportunities to exchange ideas, learnings and best practices, including:

- Victoria, BC
- Pittsburgh, PA
- Kelowna, BC
- San Jose, CA
- Toronto, ON
- Seattle, WA
- Calgary, AB

Downtown Plan

RHE liaised with Planning and Development to create awareness and understanding of the existing night time economy and shaping it for the future. Work continues in 2010.

Late Night Transportation

A pilot proposal involving partnership with the University of Alberta, Grant McEwan, NAIT and the industry was developed in late 2008. Grant applications were submitted in early 2009, but were unsuccessful. At the same time, we were unable to acquire approval and funding.

Looking ahead, RHE will continue to look at potential solutions to the late night transportation issue to support mitigating the negative impacts of the night time economy.

Review of Business Licence Application Process

RHE (at both a Project Management and PSCT Coordination level) has been an active voice in discussions with the City of Edmonton's Planning and Development Department in relation to the City's review of the Business License Application Process. At the end of 2009 the review was in its final stages with the steps toward approval and implementation of the recommended changes expected to begin in 2010.

REACH Report

RHE offered input into the Mayor's Task Force for Community Safety and helped form recommendations that were produced in the REACH Report.

Public Safety Compliance Team



The Public Safety Compliance Team (PSCT) is the regulatory and enforcement arm of the RHE initiative. Its mandate is to ensure a safe environment for patrons and staff of all licensed events and/or facilities in an effort to help build quality communities within the City of Edmonton.

The PSCT is recognized as a multi-agency team designed to coordinate the efforts of the municipal and provincial agencies involved in the licensing, regulation and enforcement of licensed business premises. The PSCT strives to be proactive and prevention based. Enforcement is seen as a natural consequence to sub-standard performance related to compliance or safety issues.

The PSCT consists of support and participation by the EPS, FRS, City of Edmonton Community Standards Branch, and the AGLC. Current responsibilities include licensed hospitality and entertainment premises, venues and events throughout the city.

The Team

The PSCT is comprised of members from the following agencies:

- EPS – Sergeant (PSCT Coordinator)
- FRS - Captain
- City of Edmonton Community Standards Branch – Municipal Enforcement Officer, Field Supervisor
- AGLC - Supervisor Inspections

Scope of Work

In 2009, approximately 1,000 premises had liquor licenses (for consumption on the premises) within the City of Edmonton, including restaurants, organizations, private clubs, sport clubs, bars, lounges and nightclubs. Of those, 226 have been identified as late-night premises (operating after midnight on Friday and/or Saturday nights).

The table below provides the number of premises and the overall occupant loads they can accommodate.

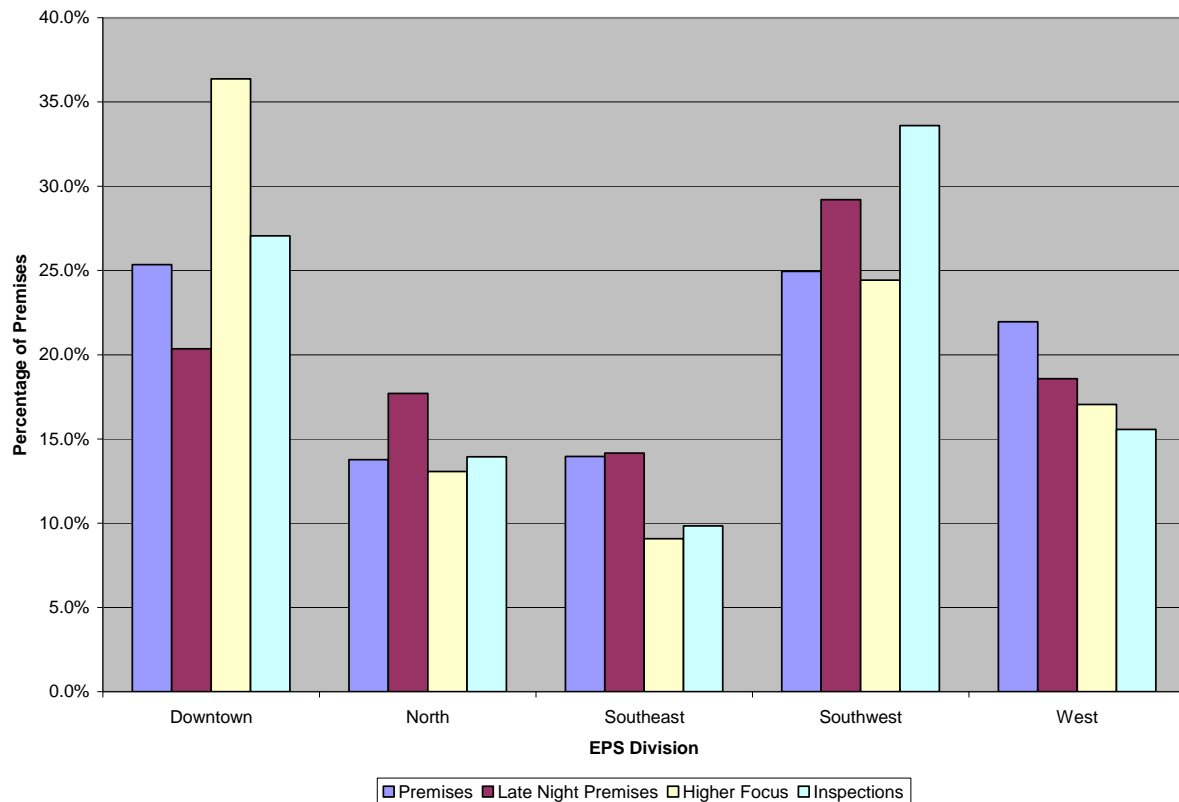
	2007 Count	2008 Count	2009 Count
Total Premises	998	992	1,000
<i>Occupant Loads</i>	<i>230,815</i>	<i>232,206</i>	<i>243,685</i>
Late Night Premises Identified	166	212	226
<i>Late Night Occupant Loads</i>	<i>56,841</i>	<i>66,187</i>	<i>68,194</i>

It should be noted that although the number of premises city-wide has not increased by much over the last three years, the occupant loads and number of late-night premises has seen steady increases. These increases can be attributed to the following:

- Data collection of PSCT in relation to occupant loads and hours of operation,
- Renovations and changes to premises to meet market demand, and;
- Natural opening and closing of premises.

What the Team Did

In 2009, the PSCT met with and/or actively worked with 288 premises. Of those, 247 contacts were done by way of regular unannounced team inspections and 41 were meetings set up specifically with the premises to address specific concerns. Additionally, PSCT contacted numerous premises via phone and/or email in an effort create and build relationships with the industry.



The above graph illustrates, by EPS division, the:

- Percentage of licensed premises
- Percentage of licensed late-night premises
- Percentage of premises requiring a higher level of focus
- Percentage of premises inspections conducted by the PSCT

The PSCT also connected with large venue and event centres to assist in the planning, managing and policing of liquor licensed events. In 2009, there were 321 licensed events hosted by Northlands, Rexall Place, Commonwealth Stadium, Telus Field, Shaw Conference Centre and Edmonton Event Centre that served crowds ranging from 500 to over 60,000.

The PSCT submitted one Business License Review Request (BLRR) to the City of Edmonton and responded to one other request to have conditions removed from a Business License and Liquor License.

The PSCT is also involved in many other administrative functions, including committees, stakeholder meetings, inter and inner agency discussions, and regular PSCT meetings. Additionally the PSCT:

- Identified, and is currently working on, Bylaw amendments in an effort to create a more efficient and effective process for:
 - Applications
 - License Reviews
 - Imminent Danger or Public Safety concerns
 - Premises expectations
- Assisted in developing the internal EPS BLRR Process.
- Identified EPS Divisional Liaisons to assist in both identifying premises requiring attention and with educating EPS membership of how PSCT can assist them with licensed premises throughout the City.
- Worked with, and continues to do so, many City of Edmonton departments, EPS and AGLC with planning for projects, such as;
 - Special Duty Policing
 - Commonwealth Event (SOP)
 - Divisional (CSI) Shifts
 - (DEOPS) – Canada Day Planning
 - Alberta Safer Bars Council

Intelligence/Analysis

Each year, data collected by the PSCT are put together to help identify positive and negative trends and where we may need to focus our work. The PSCT reviews the information to assist in prioritizing locations that are high resource users and look at a total overall count that includes PSCT inspections and meetings; EPS service calls (COGNOS), FRS bar patrols and AGLC disciplinary decisions.

As data is collected for the location address (COGNOS), some may not be directly related to the liquor licensed premises. Many calls may be on the periphery of the location (theft from auto's, collisions, follow-up investigations). We may also see an increase or decrease in calls for service at a premise due to a number of reasons including: closure, change in data collection pertaining to that address, active focus by the PSCT, and changes in management practices (both positive and negative).

Street as a Venue – Whyte Avenue

Hospitality zones are natural gathering areas for shopping, eating at restaurants, drinking, dancing, enjoying music or just hanging out. 'Street as a Venue' (SAV) is a program that treats an entire hospitality zone as a single entertainment venue or event, making it easier to coordinate support services and programs required for a smoother operation.

One of the busiest hospitality zones in the city – Whyte Avenue in Old Strathcona – has been the first area of focussed effort.

Working with Partners

Relationship building is a major component of the SAV initiative and an integral part of the Whyte Avenue Facility Manager's role. The following are a list of key stakeholders around Old Strathcona:

- Old Strathcona Integrated Services Team (OSIST): OSIST collaborates internally to prioritize goals within the area. OSIST is chaired by the Whyte Avenue Facility Manager and includes membership from Planning and Development, Asset Management and Public Works, Transportation, Community Services, EPS, FRS, and the Edmonton Public Library.
- Old Strathcona Area Community Council (OSACC): Regular SAV updates and reports are presented to OSACC. The council has membership from a dozen area stakeholder groups and is a place for community communication and collaboration.
- Old Strathcona Business Association (OSBA): Regular SAV updates and reports are presented to the OSBA. Close partnerships with the OSBA are maintained on various initiatives.
- Old Strathcona Hospitality Association (OSHA): OSHA as a formal, functioning group has been put on hold due to the possibility of a city-wide hospitality association. Some informal work has been done by OSHA members.
- University of Alberta (UofA): Communication and collaboration with the Office of Judicial Affairs, Campus Security, Sexual Assault Centre and the Students Union.
- EPS: Regular communication with the Whyte Avenue (Old Scona) Beat team and the Community Liaison Constable. Collaborate on efforts around pedestrian safety, late-night egress and street management.
- Alberta Health Services (AHS): Collaborate with AHS on patron responsibility campaigns targeting issues around binge drinking.

Initiatives

The Whyte Avenue Facility Manager coordinated and promoted initiatives that support keeping the area a safe place to socialize, including:

- Buskers: Preliminary discussions held to develop a street entertainment management program.
- Lighting: No changes, on-going tree light issues, on-going street light issues

- Graffiti Removal: Community wipe-out events outside of core area, 3 buildings East of 102nd street for a total of 5000sq ft. removed, on-going maintenance in core area
- Public Toilets: Three sites from May through October, units were on site the whole time.
 - 5000 Pee- free cards distributed.
- Ashtrays: 90 ashtrays installed, regular emptying and cleaning of units was done in partnership with the OSBA. Maintenance and repairs were done in partnership with Transportation.
- Sidewalk and Street Cleaning: Total Look of Clean (Madvac) pilot program in the core area.
 - partnered with OSBA in litter clean up.
- Streetscape: education of businesses regarding sandwich board signs, heaters, extended patios, No boards/bikes/blades program,
- Late night Transportation: Pilot project for Whyte Ave/Jasper Ave/cross river shuttle was developed in conjunction with post-secondary institutions and industry. Project was not supported.
- Pedestrian Management: On-going pedestrian counts, traffic light timing changes, pursued pedestrian safety at crossings
- Live Music District: Meetings were held with the Edmonton Arts Council and OSBA to look at the viability of Old Strathcona as a Live Music District. A survey was done of all businesses and community groups to find out what is happening, what has happened in the past and any future intentions for live music in the area.
- Patron Responsibility Efforts: Save the Party – An umbrella campaign that utilizes the MOST OF US principles of positive social norms marketing to curb anti-social behaviours relative to alcohol consumption. A 5 year plan is in place. Street launch took place in January 2009.
- Canada Day Programming Support: Worked with EPS to develop a Strategic Operating Procedure around the smooth operations of large group gatherings on Canada Day.

Beyond Whyte Avenue

The Whyte Avenue Facility Manager, in support of the RHE initiative also moved forward with:

- City-wide Public Toilets – Worked with Asset Management and Public Works to prepare presentations to Council regarding permanent washroom sites in Old Strathcona and for a pilot of temporary sites on Jasper Avenue (similar to the successful program on Whyte Avenue). These requests were approved, including funding, for implementation in 2010.
- Patron Responsibility Efforts:
 - University of Alberta – On-going meetings were been held with the University Student Services to discuss mutual concerns with alcohol over-consumption on and off campus and the potential for partnered responsibility campaigns. Check Your Drinking launched. Student Orientation material and Code of Conduct messaging in Handbooks
 - AADAC – provided consultation and community liaison services for AADAC in their development of a social norms marketing harm reduction campaign for young women, Whyte Avenue is one of two provincial test sites.

Moving Forward in 2010

City-wide Projects and Initiatives

A number of projects/initiatives carry over into 2010:

- Resolution to the Proposed Hospitality Association
- Networking with Other Municipalities
- Participating in Learning Opportunities presented by the Responsible Hospitality Institute
- Continued Input into the Downtown Plan
- Creative solutions for Late Night Transportation
- Completion of the Review of the Business Licence Application Process
- Launch of the Best Bar None Program with partners AGLC and EPS
- Anticipate that there will be an increase of demand for resources on Jasper Avenue

PSCT Coordination

Beyond the base coordination of the PSCT, the PSCT Coordinator will continue to support and/or move forward with the following initiatives in 2010:

- Involvement in EPS member training in relation to working in hospitality zones and at licensed premises
- Identifying trends in the industry
 - Pre and Post parties at licensed premises in relation to UFC and MMA events
 - Working with and Identifying Promoters
 - Pre-loading (drinking liquor before attending a premise)
 - Alcohol Facilitated Sexual Assaults
- Exploring cost sharing initiatives to assist in policing hospitality zones
- Advocating for amendments in current City of Edmonton Bylaws to assist in the effectiveness and efficiency of dealing with problem premises
- Supporting bylaw, acts or legislative changes that will give premises better direction and expectations for their operations
- Utilizing patron scanning systems to the full ability they currently have and promote enhancements in an effort to increase the safety for patrons, staff, regulators and surrounding communities.

SAV Coordination – Whyte Avenue Facility Management

Along with existing Whyte Avenue Facility Management duties, the SAV Coordinator will continue to support and/or move forward with the following initiatives in 2010:

- Public Toilets
 - Conduct public involvement process to determine criteria used to identify locations and designs for permanent public washrooms in Old Strathcona.
 - Work with the City Departments responsible for the construction of permanent public washroom facilities in Old Strathcona.
- Infrastructure
 - Lighting – work towards major renewal of street lighting in core area.
 - Pedestrian Safety – work with EPS and Transportation to identify issues and implement solutions around pedestrian safety.
 - Place warning stickers on payphones to monitor usage and to decrease drug issues in the area.
- Patron Responsibility Campaigns
 - Night Gone Right campaign rolled out on Whyte Avenue in partnership with Alberta Health Services, targeting young women and addressing issues around binge drinking.
- Live Music District
 - Work on shifting the night time economy on Whyte Avenue away from being an alcohol centered model towards a responsible model driven by live entertainment.
- Street Performer Management Program
 - Develop a permitting system and change to City Bylaws creating standards for busking on Whyte Ave. The goal is to support busking that leads to the vibrancy of the area as opposed to detracting from it.

In addition to Whyte Avenue-specific coordination efforts, the SAV Coordinator will also be working on:

- Implementing the public washrooms pilot project on Jasper Avenue, as approved by Council in December 2009.
- Further developing the Save the Party campaign to encourage patron's responsible behaviour in and around licensed premises and implementing the campaign at a city-wide level.

Conclusion

It seems almost universal that as hospitality zones evolve, and conflicts emerge, the quick response is to blame the restaurants and bars, or seek resources for more police. Whether it is late-night noise from pedestrians and traffic, trash, litter and property damage, fights and violence, or drunk driving, the conflicts can often be attributed to poor planning or ineffective management, rather than a policing problem.

As cities seek to create environments for people to “live, work and play,” there are organized and focused strategies for developing residential housing and attracting business to the other city center, but often, the formula for “play” is that “it just happens.”

Properly Planning, Managing and Policing Hospitality Zones creates the opposite and puts in to consideration the possibility that building a safe and vibrant place for all peoples to socialize (play) will in turn have them also come to live and work.¹

RHE will continue to engage all stakeholders involved in the planning, managing and policing both city-wide and within hospitality zones in an effort to ensure that best practices are developed and followed and that consistency is met and efficiency is created.

¹ Planning, Managing and Policing Hospitality Zones – A Practical Guide. Summit Edition December 2006. Published by Responsible Hospitality Institute.