



REPORT OF THE
Downtown Late Night Task Force

Late Night...Great Night!
Putting the Pieces Together

NOVEMBER 16, 2009

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Message from the Chair

Every great city has a great downtown. And Victoria is without doubt a great city, with a downtown that is growing and thriving. We are on the verge of moving from a Capital City to a World Class City.

But, like many cities, our downtown community is facing some real challenges, specifically with late night disorder.

We are hearing too often about violence and vandalism, excessive noise, drinking and public disorder, and increasing incidents of public urination – all of which are hurting our downtown community.

It was in light of these very real challenges that the Downtown Late Night Task Force was formed, with the goal of creating a comprehensive strategy that keeps our downtown vibrant and balances the needs of local businesses, residents, visitors, and late night entertainment users.

It was back in May that we committed to this task, and we moved forward with the understanding that it would take a collective approach and an open mind if we were going to make progress.

We spent the summer months meeting with a wide cross section of stakeholders, all with a commitment to the downtown. And I want to say that their participation was outstanding. Every group came to the table with important insight and thoughtful ideas – and a willingness to be part of the solution.

And collectively we learned a lot.

But the most important thing we learned was that the solutions lay not in closing off our downtown, but in further opening the doors – making the heart of our City more welcoming and exciting.

We learned that we need to diversify our late night economy – creating more reasons for people of all ages and interests to come downtown at night.

So here we are – this final report is a snapshot of what we heard, the debates we had, the information we researched, and, finally, the recommendations we are advancing.

The way we see these recommendations is like a puzzle – we are simply putting the pieces together.

As chair of the Task Force, I want to extend my deep thanks to my partners, Councillor Charlayne Thornton-Joe and Police Chief Jamie Graham. Their commitment to this project has been unwavering. And again, my thanks to all the stakeholders that came to the table ready to be part of the solution.

I also want to thank the many staff members who have made this project a priority and seen it through to this stage. I cannot stress enough the impact of their contribution.

However, the work does not stop with this report – in fact, this is really just the beginning. I look forward to continuing to work with the community to make our late night great.



Dean Fortin
Mayor
City of Victoria

Executive Summary

Victoria Mayor Dean Fortin established a Task Force in May 2009 to formulate a plan of action to ensure that the City of Victoria maintains a vibrant downtown core that balances the needs of local businesses, residents, visitors, and late night entertainment.

Task Force members Mayor Fortin, Councillor Charlayne Thornton-Joe (who serves as Downtown liaison for Council), and Chief Constable Jamie Graham, Victoria Police Department, held a series of information-gathering meetings with individual stakeholders and spent nights themselves observing downtown late at night. They solicited perspectives on the key issues affecting downtown and potential measures to address those concerns, as well as to enhance the downtown late night experience. In addition, the entire group of stakeholders was invited to a meeting on September 11, 2009 to review the preliminary findings and recommendations.

The Task Force had the goal of creating a comprehensive and cohesive strategy that would enhance the safety, attractiveness and accessibility of downtown. In pursuing this goal, the Task Force was focused on the following objectives:

- To identify issues contributing to late night disorder in the downtown
- To identify options for resolving community concerns
- To develop an integrated, collaborative approach to address the issue

In addition to addressing the management of specific issues, the Task Force took a broader view of the downtown late night experience. In recognition of the importance of a thriving entertainment and hospitality sector as a core economic engine for the city's economy and growth, the group also focused on measures to pave the way for the evolution of a dynamic and diverse evening and late night economy.

This report summarizes the major observations from the Task Force discussions and subsequent research, and articulates a strategy to move forward with a collaborative approach to address the challenges playing out in the downtown core in the late hours.

Issues

A number of behaviours were cited by stakeholders and citizens who contacted the Task Force as contributing to a negative image of downtown Victoria. The primary issues reported to the Task Force were:

- Excessive intoxication, vomiting, spitting
- Vandalism/breaking windows
- Fighting/aggressive or anti-social behavior
- Street crowding after bars close
- Excessive noise
- Drinking and driving
- Public urination

Stakeholders also identified specific problems and contributing factors that related to these issues. The following is a summary of the key concerns:

1) Insufficient Late Night Transportation Options:

- Scarcity of taxis – limited number of taxis available in late hours and difficulty flagging one down
- Lack of late night bus service – buses stop running before bars close
- Safety fears related to waiting in crowds for transportation or pick-up
- Limited parking near venues can hinder pick up by charter services or private vehicles
- Busloads of youth being transported from the university to downtown and no provision made to get them back to campus after hours spent drinking

2) Limited Enforcement and Inadequate Sanctions:

- Insufficient number of police
- Insufficient number of liquor inspectors and inspections
- Current sanctions for liquor violations are not deterrents; low perceived risk of apprehension or consequences for individual behaviours such as urination

3) Problematic Licenced Establishment Operations:

- Over service and other liquor violations (e.g., underage) at certain establishments
- Some restaurants operate like bars, i.e., alcohol service without food service
- Early closing encourages accelerated drinking; chaotic and crowded departures

4). Lack of Alternate Activities in the Evening and Late Night:

- Majority of downtown activities centre on alcohol consumption
- Music, entertainment and recreational activities are not available
- Lack of “all-ages friendly” events or activities

5) Lack of Individual Responsibility/Accountability:

- Many irresponsible individuals who do not understand or consider the consequence of their actions
- Some licenced establishment operators take little or no responsibility for problems once the patron has left their premises

The Task Force also reviewed research and best practices from other jurisdictions to understand the trends and factors that underlie much of the disorderly behaviour seen on the streets and in licenced premises. The trend toward binge drinking and the relationship of over-intoxication to aggression and violence were of particular relevance.

Recommendations

The Task Force recommends the following integrated strategy to address downtown late night issues in a comprehensive and collaborative way. Each component of the multi-pronged strategy is equally important to the realization of the goal of a safe and vibrant downtown, and each is designed to work together and leverage the opportunities and benefits offered by the others.

1) Integrated Late Night Transportation

- Central managed taxi zones – 6-month pilot project of three zones beginning December 2009
- Support extended late night bus service – 3-month BC Transit pilot project on three key routes beginning January 2010
- Expand alternative transportation options
- Communicate City parking services

2) Enhanced Enforcement

- Additional police officers
- Greater coordination among enforcement agencies
- Enhanced sanctions for alcohol-related offences

3) Enhanced Licenced Establishment Operations

- Increase training for all bar staff
- Encourage on-site security for longer periods to manage crowds
- Increase compliance with liquor rules
- Encourage expansion of *Barwatch* to all bars and clubs
- Develop a “best bar” recognition program
- Review *Serving it Right* program to determine if further enhancements are warranted

4) Public Awareness Campaigns

- Promote positive image of downtown evening and late night – fun, excitement and vitality
- Encourage having a good time, while treating downtown with the same respect you would show your own neighbourhood
- Communications support for overall downtown late night strategy and specific initiatives
- Targeted public awareness programs on consequences of disorderly conduct, over-consumption and its effects
- Seek partnerships with university/college, schools, business, police, youth organizations
- Enlist media support

5) Creation of a Welcoming and Diversified Evening and Late Night Economy

- Provide more diverse offerings that are not alcohol-focused
- Provide more public urinals, building on success of pilot
- Encourage more nighttime eateries and food vendors
- Review City policies and bylaws to identify potential barriers to positive change (e.g., expansion of food stalls, later closing time for food services)

6) Establishment of “Late Night Great Night Victoria” Coordination Committee

- Partnership of Downtown Victoria Business Association, hospitality industry, City and other stakeholders to leverage expertise and resources
- Work toward sustainable evening and late night economy
- Catalyst for new initiatives to create and promote the “Late Night...Great Night” vision

City staff have consulted with key stakeholders on the implementation logistics and impacts, and have found a high level of interest and cooperation with respect to moving forward with the recommended strategies.

Conclusions

The recommended initiatives are largely designed to build on existing relationships and partnerships, and expand/augment programs and practices already in place throughout the downtown. The strategy pulls the pieces together and serves as a catalyst for further creativity and inspiration.

Pilot projects have been proposed to test some promising measures before commitments are made to ongoing operation. The pilots will evolve and adapt if needed to ensure the programs continue to address the needs and objectives, and will be evaluated to determine effectiveness and the feasibility of longer term implementation.

I. Introduction

Mayor Dean Fortin established a Task Force in May 2009 to formulate a plan of action to ensure that the City of Victoria maintains a vibrant downtown core that balances the needs of local businesses, residents, visitors, and late night entertainment.

Task Force members Mayor Fortin, Councillor Charlayne Thornton-Joe (who serves as Downtown liaison for Council), and Chief Constable Jamie Graham, Victoria Police Department, held a series of information-gathering meetings with individual stakeholders and spent nights themselves observing downtown late at night. They solicited perspectives on the key issues affecting downtown and potential measures to address those concerns as well as enhance the downtown late night experience. In addition, the entire group of stakeholders was invited to a meeting on September 11, 2009 to review the preliminary findings and recommendations.

The Task Force had the goal of creating a comprehensive and cohesive strategy that would enhance the safety, attractiveness and accessibility of downtown. In pursuing this goal, the Task Force was focused on the following objectives:

- To identify issues contributing to late night disorder in the downtown
- To identify options for resolving community concerns
- To develop an integrated, collaborative approach to address the issue

In addition to addressing the management of specific issues, the Task Force took a broader view of the downtown late night experience. In recognition of the importance of a thriving entertainment and hospitality sector as a core economic engine for the city's economy and growth, the group also focused on measures to pave the way for the evolution of a dynamic and diverse evening and late night economy.

This report summarizes the major observations from the Task Force discussions and subsequent research, and articulates a strategy to move forward with a collaborative approach to address the challenges playing out in the downtown core in the late hours.

II. Victoria Context

Victoria, the capital city of British Columbia, sits on the southern tip of Vancouver Island off the west coast of British Columbia, Canada. It is one of the premier travel destinations in the world, known for its beautiful gardens, heritage architecture, historic downtown and picturesque inner harbour. The streets are safe, clean and well lit at night. It is a community of choice for its temperate climate, natural beauty, recreational sites and economic opportunities.

While the region is a popular retirement centre, it is also an area that attracts a large population of young people. Each year many younger people move here to attend university or college or to work, bringing education, energy, skills and funds to invest in local business.



The region's strategic location as a gateway to the Pacific Rim, its closeness to U.S. markets, and its many sea and air links have made the area a hub for business development and economic investment.

In a survey conducted by *Condé Nast Traveler Magazine*, Victoria was judged to be one of the world's best cities, topping the list in the category of environment and ambience.

In a cross-Canada survey, Victoria residents reported the greatest satisfaction with their city.

This satisfaction and regard for the quality of life and environment is perhaps the most notable feature of Victoria today, and the challenge in its future. While relatively small in terms of population, the City of Victoria serves a much larger regional and visitor population, primarily in its downtown where the majority of the region's entertainment venues, bars and nightclubs are located. It is estimated that in the evening and late night hours the downtown population swells by several thousand more. Despite its size, and its many attributes and benefits, Victoria suffers from some of the same "big city" problems that cities across the world are experiencing. The Task Force focused on one of the most significant opportunities for change, that being the late night disorder often associated with excessive drinking and aggressive behaviour, as well as the further enhancement of the city's quality of life and ambience.

Victoria at a Glance

Population:

- **City of Victoria:** 78,000 (2006 estimate; SOURCE: STATISTICS CANADA) Capital Region District: 364,121 (2007 estimate; SOURCE: CRD).
- **Living Downtown**
The number of people living downtown grew 17% between 2001 and 2006, to a total of 1,485¹ (SOURCE: STATISTICS CANADA). This represents approximately 1.9% of the City's population.
- **Downtown Working Population**
In addition to the residents and people who come downtown for shopping and entertainment, there is also an estimated daily working population of 24,000 in downtown Victoria. Almost 2/3 of the residents in the Capital Regional District work in the City, and about 42% of all jobs in the region are in Victoria (SOURCE: CRD 2006 EMPLOYER SURVEY).
- **Age Distribution**
The region is home to several institutions of higher learning, resulting in a growth in the population of young people during the months of September through April. University of Victoria student enrollment for the 2009/2010 fall term totals 19,413. Of that number, 3,575 students are registered in first year studies. Camosun College registration totals 9,396, of which approximately 6,500 are first year students. The majority of first year students are 18 or 19 years of age, and the University of Victoria estimates that approximately 72% of students in Victoria are living away from home, many for the first time.

Long term population forecasts produced for the City² in 2009 reveal only modest growth over the next 35 years (approx. 19,000 people), and show that the vast majority of these individuals will be over 65. Even with this significant aging, the 18 – 28 age group will continue to be among the largest groups in 2041, due to the higher education institutions, and the fact that Victoria has the bulk of the region's apartment stock, as well as the majority of the entertainment locales.
- **Visitors**
Downtown Victoria is consistently ranked among the top 20 downtowns in North America. In 2008, *Condé Nast Traveler Magazine* rated Victoria the third top city in North America. Victoria hosted over 3 million visitors in 2008, with the majority visiting downtown at least once during their stay. Over 3,500 guest rooms are available in downtown Victoria.
- **Downtown Retail Space**
Downtown Victoria offers almost 1,400 businesses. According to Colliers International, the supply of ground floor retail space in downtown Victoria remains constant at 43,700 linear feet of store frontage. The vacancy rate for this past year stands at 7%.

Liquor Licensing Profile:

- Businesses that serve alcoholic beverages must obtain and hold a valid liquor licence issued by the Liquor Control and Licensing Branch (LCLB). The two main types of liquor licences are Liquor Primary (LP) (business whose focus is primarily the service of alcoholic beverages, e.g., cabaret) and Food Primary (FP) (business whose focus is primarily the service of food, e.g., restaurant).
- The City of Victoria is involved in the review of all new applications for, and amendments to liquor-primary licences. The City is only involved in the review of food-primary licences when the business owner is requesting hours of liquor service past midnight and/or an entertainment endorsement. In all cases the application process starts at the LCLB.
- As of October 2009, there were 73 Food Primary businesses licences with a capacity for 11,114 patrons in the downtown entertainment district. There were 28 Liquor Primary businesses, with capacity for 9,265 Liquor Primary seats. These represent 31% and 32% respectively of all Food and Liquor Primary licences held in the City, and 33% and 28 % of the capacity in each category.

¹ Downtown neighbourhood is bounded by Chatham/Wharf/Humboldt/Blanshard, over to Amelia

² Source: "Managing Growth and Change in the City of Victoria"; Urban Futures, October 2009

Figure 1: Liquor-related Licences and Capacity in City of Victoria

(SOURCE: CITY OF VICTORIA)

Type of Licence	Licences Issued		% D/T	Licenced Capacity		% D/T
	Downtown	City		Downtown	City	
Food Primary	73	236	31	11,114	33,923	33
Liquor Primary	28	88	32	9,265	33,555	28
Total	101	324	31	20,379	67,478*	30

*Community events and sporting and cultural venues that do not operate on an ongoing basis as a licenced establishment account for a capacity of 18,000.

Figure 2: Liquor Primary Licences and Seats in Victoria and Area

(SOURCE: LIQUOR CONTROL & LICENSING BRANCH)

Municipality	Number of LP Licences	Percentage of LP Licences*	Licenced Capacity	% of LP Licenced Capacity
Victoria	88	68%	35,593	75%
View Royal	3	2%	570	1%
Esquimalt	12	9%	4,537	10%
Saanich	19	15%	3,961	8%
Oak Bay	7	5%	2,510	5%
Totals	129		47,171	

*Percentages do not add up to 100% due to rounding.

- The Capital Regional District has about 772 licences (of all types) in total.

Figure 3: Saturday Closing times for All Victoria Liquor Primary Businesses*

(SOURCE: LIQUOR CONTROL & LICENSING BRANCH)

12 a.m.	12:30 a.m.	1 a.m.	1:30 a.m.	2 a.m.
6	1	32	9	35

*Other LPs not listed close earlier than midnight.

Figure 4: Saturday Closing times for Victoria Downtown Liquor Primary Businesses*

(SOURCE: LIQUOR CONTROL & LICENSING BRANCH)

12 a.m.	12:30 a.m.	1 a.m.	1:30 a.m.	2 a.m.
9	0	14	1	3

*Other LPs not listed close earlier than midnight.

Policing Statistics:

The following data represents total Provincial Violation Tickets (VTs) written by the Victoria police department in the city overall in 2008, with the exception of Urination, which is a bylaw offence and written on a Municipal Ticket Information (MTI).

- Consume Liquor in Public Place: 607
- Fighting: 14
- Intoxicated in Public Place: 84
- Minor in Possession of Liquor: 28
- Possess Open Liquor in Vehicle: 18
- Leave Place of Safety into Path of Vehicle: 8
- Pedestrian Disobey Walk Signal: 122
- Urination: 152

Vandalism (mischief) and assaults are criminal code offences, data for which were not available at the time this report was completed.

During the period January 1 to November 10, 2009, Victoria Police responded to over 1,000 calls for service in the Downtown between the hours of 9 p.m. and 4 a.m. Of these, 63% calls occurred between 1 a.m. and 4 a.m.

Figure 5: Victoria Police Calls for Service Downtown By Time of Day: January 1 – November 10, 2009

(SOURCE: VICTORIA POLICE DEPARTMENT)

Type of Call	2101 – 2200	2201 – 2300	2301 – 2400	0001 – 0100	0101 – 0200	0201 – 0300	0301 – 0400	Total
Assault	26	31	37	39	47	59	18	257
Sexual Assault					1	1	1	3
Disturbance	29	27	59	38	32	40	23	248
Fight	32	34	46	37	79	111	21	360
Mischief	21	19	20	29	31	28	13	161
Total	108	111	162	143	190	239	76	1029

III. Understanding the Problem

The Task Force had a wealth of information and expertise to draw on in studying the issues related to downtown late night disorder and evaluating a wide range of potential countermeasures. In addition to the professional advice, informational materials and experience offered by stakeholders, the Task Force reviewed research from a variety of sources and studied practices from other jurisdictions.

A) What We Heard: Stakeholders' Perceptions

A number of behaviours were cited by stakeholders, and by citizens who contacted the Task Force, as contributing to a negative image of downtown Victoria. The primary issues consistently reported to the Task Force were:

- Excessive intoxication, vomiting, spitting
- Vandalism/breaking windows
- Fighting/aggressive or anti-social behavior
- Public urination
- Street crowding after bars close
- Excessive noise
- Drinking and driving

Stakeholders also identified specific problems and contributing factors that related to these issues. The following is a summary of the key concerns (PLEASE SEE APPENDIX C FOR DETAILS):

1. Insufficient Late Night Transportation Options:

- scarcity of taxis – limited number of taxis available in late hours and difficulty flagging one down
- lack of late night bus service – buses stop running before bars close
- safety fears related to waiting in crowds for transportation or pick-up
- limited parking near venues can hinder pick up by charter services or private vehicles
- busloads of youth being transported from the university to downtown and no provision made to get them back to campus after hours spent drinking

2. Problematic Licenced Establishment Operations:

- over service and other liquor violations (e.g., underage) at certain establishments
- some restaurants operate like bars, i.e., alcohol service without food service
- early closing encourages accelerated drinking; chaotic and crowded departures

3. Limited Enforcement and Inadequate Sanctions:

- insufficient number of police
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4. Lack of Alternate Activities in the Evening and Late Night:

- majority of downtown activities centre on alcohol consumption
- music, entertainment and recreational activities are not available
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5. Lack of Individual Responsibility/Accountability:

- many irresponsible individuals who do not understand or consider the consequence of their actions
- some business owners take little or no responsibility for the problem once patron has left their premises

B) What We Learned: Research and Best Practice

In addition to the expertise and counsel of many stakeholders, the Task Force benefited from reviewing topical research and the results of work undertaken in other jurisdictions. The group found that there was much congruence in both the international research and in the experiences of those cities that have tackled similar issues.

1) Drinking Culture

Alcohol is a controlled substance whose misuse causes serious health and social issues. Alcohol is significantly associated with crime, particularly violent crime. Canada as a whole is experiencing greater alcohol use and in British Columbia, alcohol use has been increasing since the late 1990's, with per capital consumption higher than the national average since 2002. Among younger drinkers, about 90% of alcohol used is consumed in patterns that exceed guidelines set to reduce health and social harms³. According to the BC Liquor Distribution Branch, the majority (approximately 73%) of alcohol consumed in British Columbia in 2007 originated from liquor stores, with another 19% from bars, clubs and restaurants.

The Ministry of Healthy Living and Sport shared some important information on alcohol use, harm reduction and prevention as it relates to problematic drinking behaviour. Some of this information is summarized below.

Studies showed consensus on the following:

- the trend toward binge drinking is increasing – studies show that 30% of high school students in BC binge drink; 47% of high-schoolers in Ontario report binge drinking
- limited transportation options can lead people to drink and drive
- a multi-faceted approach is needed to impact the environment in which people make decisions
- unclean bars result in increased drinking
- education about substance use needs to begin at an earlier age

A study⁴ prepared by the Centre for Addictions Research of BC for the BC Ministry of Health provides five evidence-based strategic directions for policymakers and service providers aimed at preventing and reducing the harms associated with substance use, with limited resources:

1. Influencing Developmental Pathways – early life intervention focusing on key developmental stages at which child's health and wellbeing can be enhanced, with long-term benefits. Strategies proposed include parental education and support as early as possible and continuing over time.
2. Prevent, Delay and Reduce Use of Alcohol, Cannabis and Tobacco by Teens – focus on the time of life that at which these behaviours start to occur and identify which substances lead to the most harm. Examples of strategies include restricted access to substances by minors, education programs in schools and increased alcohol-free activities for teenagers.
3. Reduce Risky Patterns of Use – directed at increasing awareness among health professionals and the community of particularly high-risk patterns of substance use, and strategies to reduce or avoid such use. Proposed strategies focus on clear messaging around safe choices and promotion of programs that encourage safe practices.
4. Creating Safer Contexts – focus on striving for safer settings of substance use, recognizing that use will continue, but that the risk of serious harm can be reduced by modifying environments in which use occurs. Examples of strategies include increasing safety in and around licenced premises, and anti-impaired driving measures.
5. Influencing Economic Availability – substantial evidence exists on the importance of ensuring that prices do not drop too low, a factor found in numerous reviews to be key for public health and safety. Examples of strategies include restrictions on price discounting and alcohol advertising.

3 "Public Health Approach to Alcohol Policy: An Updated Report from the Provincial Health Officer", British Columbia, December 2008

4 "Following the Evidence: Preventing Harms From Substance Use in BC", March 2006

Research from the United Kingdom⁵ identifies five effective measures for reducing harm in a drinking environment:

1. Control density of licenced premises, as higher densities are linked to higher levels of alcohol-related harm
2. Control alcohol prices, as pricing influences consumption, particularly for youth
3. Control alcohol service times, as this impacts use and related harm
4. Implement interventions in establishments, such as:
 - staff training
 - increased enforcement
 - measures to improve the environment (e.g., address crowding, noise, tolerance of drunkenness; attention to cleanliness)
5. Implement interventions in the community, such as:
 - good street lighting, closed circuit television surveillance, late night public transport
 - multi-agency partnerships (e.g., hospitality industry, local businesses, police, health authority, liquor control and licensing authority)

The BC Liquor Control and Licensing Branch partnered with the hospitality industry on the development of the *Serving it Right* (SIR) program in 1989 to provide responsible beverage service education and training for workers in licenced establishments. The program is administered by an external agency and has been available on-line since the early 1990's. SIR was updated substantially in 2007 to place greater emphasis on signs of intoxication (versus impairment), legal liability, duty of care on and off premises, and the necessity to create and enforce responsible beverage service policies. Programs of this nature are considered to be necessary and effective components of an overall strategy for alcohol service. The LCLB conducted a review of programs in other jurisdictions in the summer of 2008. Compared to all other Canadian jurisdictions, BC's program is considered very comprehensive, and is referred to by other jurisdictions as a model course.

2) Aggression and Violence

Research shows that venue environment and management are important factors in determining levels of violence in licenced establishments. Aside from the home, licenced venues are the most frequent place that violence occurs. Most serious crime occurs between 2 a.m. and 3 a.m., when bars close.

Factors associated with violent incidents are:

- Availability of alcohol
- Number, density and hours/days of operation of liquor outlets

Factors associated with reduction in violent incidents are:

- Clean, well-organized, spacious and ventilated environment
- Staff who present themselves as hosts rather than security staff (i.e., bouncers), intervene early to defuse situations, and maintain standards of conduct
- Restricting drink specials, happy hours, promotions and limiting number of drinks ordered have curbed the rate of drinking which contributes to level of intoxication

The Liquor Control and Licensing Branch shared their analysis of research published in a notable new book – “Raising the Bar: Preventing aggression in and around bars, pubs and clubs”⁶

Key findings from “Raising the Bar” include:

The Culture of Public Drinking:

- Licenced premises account for a substantial proportion of locations where intentional injuries occur, second only to violence in the home.
- Most who are involved in aggression are provoked, i.e., are reacting to situational frustrations, irritants, and pressures. Both patrons and staff of licenced establishments are at increased risk of violence.
- International legislative focus has been moving towards market liberalization. Regulatory control is increasingly being restricted to public order issues and underage drinking, with less of a public health focus.
- Boundaries of acceptable behaviour in licenced premises can be very lax.

⁵ “Reducing Harm in Drinking Environment”, Centre for Public Health, Liverpool John Moores University, June 2009

⁶ “Raising the Bar: Preventing aggression in and around bars, pubs and clubs”, Kathryn Graham and Ross Homel, September 2008

Alcohol:

- People consistently underestimate the extent to which alcohol impairs their brain's "executive" functioning (i.e., diminished ability to assess risks and consequences, see other's perspective, control impulses, defuse a hostile situation) despite being aware of how alcohol affects others.

Patrons:

- The most prevalent characteristics of bar patrons (i.e., young, unmarried men who drink more than average), are also the characteristics of violence-prone populations generally.
- Male aggression is often about machismo concerns (i.e., manhood, reputation, necessity of standing up for oneself and one's friends, and fighting for fun) and sexual aggression (chivalrous or defensive behaviour) among groups of males who are strangers to one another. Aggressive male behaviour is amplified by the presence of male security staff.

Environment:

- There is a direct association between aggression and environmental factors, (e.g., aggression will occur where it is tolerated).
- The physical environment (presence of line-ups, size, décor, seating arrangements, upkeep, lighting, cleanliness) and staff behaviour set the tone for an establishment and contain messages about behavioural expectations.
- Patron density (number of patrons per square metre) is less important than crowding (i.e., rate of unintended low-level physical contact between patrons).
- Level of intoxication is directly related to levels of violence and aggression.
- Enforcement has a significant positive effect on intoxication/serving practices.
- Factors that may contribute to intoxication (and hence violence) include a fast rate of drinking, round buying, cheap drinks and drink specials.
- No consistent relationships were found between aggression and various types of entertainment (e.g., games, dancing, music).
- Strict security can backfire (e.g., weapons searches may lead to increased expectations of violence, installation of breathalyzers may be seen as an incentive to obtain higher levels of intoxication).

Role of Staff:

- Staff roles have become increasingly specialized and gendered, especially in large establishments, which limits personal relationship between staff and patrons and the ability of staff to effectively monitor consumption and intervene in conflict.
- The presence of security staff was strongly correlated with aggression in licenced establishments. The behaviour and attitudes of security staff can also contribute to aggression; staff is apparently unaware of their own contribution to violence.
- Refusal of entry/line-ups often cause problems when excluded patrons react aggressively, especially if they have waited in line for a long time, if the refusal is done disrespectfully, or if patrons feel they are being treated unfairly.
- Over-service and other poor serving practices are linked to aggression.
- Refusal of service to intoxicated patrons is unlikely to be successful if poor serving practices led to the intoxication in the first place.
- The presence of two or more drinks at closing time was associated with more frequent aggression, both by forcing people to drink quickly and leave (increasing intoxication) or by provoking anger and resentment when people are not allowed time to finish drinks they have purchased.

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Outside the licenced establishment:

- Aggression is linked to:
 - Clashes between groups emerging from licenced establishments
 - Ejection of troublesome or aggressive patrons
 - Officious entry practices
 - Aggression between staff and patrons who have been ejected
 - Movement between establishments
 - Crowds gathering to watch and sometimes participate in conflicts.
- Entry and ejection practices by door staff are the most direct mechanism by which the licenced establishment exerts its influence on the surrounding area.
- Policy of ejecting troublemakers is based on the mistaken belief of security and door staff that they have no responsibility for what happens away from their front doors; the “no responsibility” attitude of staff is moderated a little a closing time, when most encourage patrons to leave quietly.
- Common locations of violent incidents include the area adjacent to licenced premises, taxi ranks, parking lots, bus stations, food outlets, sporting venues and main pedestrian thoroughfares.
- Evaluated approaches to preventing violence include:
 - A program focused specifically on preventing and managing violence in licenced establishments (Ontario Safer Bars Program) showed a modest effect on reducing aggression, the effect of which carried over post-test. Other conclusions were that the role played by staff and management may be more important than that of the environment.
 - Randomized police enforcement studies suggest, at best, a modest effect on reducing violence, with no carry-over effect once the studies ended.
 - Research indicates that targeted police enforcement alone is not effective.
 - Accord type partnerships (voluntary agreements concerned with the practice of licenced premises between police, licencees, and local government with no legislative backing) do not generally produce strategies that are sufficiently powerful or focused to reduce violence.
 - Community action partnerships (which have a wider focus than just licensing, and involve partnerships with government agencies, such as the Stockholm and Queensland studies), have been shown to be consistently effective in reducing violence, reducing the level of perceived permissiveness in venues, and improved host responsibility practices.
 - Stockholm and Queensland studies showed importance of strong commitment/involvement/leadership of formal regulators and local governments over the long term as key to success.
- Educational approaches alone have not been generally found to be effective in prevention.

Violence prevention:

- International trend in liquor laws seems to be turning to strategies designed to limit violence and disorder without reducing access to alcohol – these strategies are largely unevaluated.
- There is evidence that legislative restrictions on the availability of alcohol through, for example, restrictions in hours and days of sale and in the numbers of alcohol outlets reduce alcohol problems, including violence.
- Self regulation of the industry has failed because management does not have the competence to comply (industry is characterized by mostly casual, young, inexperienced staff)
- Regulatory environment must be structured to create incentives for licensees to introduce environmental assessment (e.g., Crime Prevention Through Environmental Design [CPTED] approach) and training (e.g., Safer Bars).
- No clear evidence exists yet on the relative effectiveness of targeted vs. universal enforcement approaches.
- Sustainable and effective regulation is likely to rely on the interaction of:
 - Formal regulation and enforcement;
 - Informal regulation through community and business groups;
 - Self regulation through voluntary good practices by staff and management and liquor industry associations.

Other Jurisdictions/Best Practices

Europe

Of those presenting at a United Kingdom emergency hospital service, 80% of assault patients were 15–29 year old males who had been drinking alcohol. Forty-four percent had been assaulted in a licenced establishment and 33% on the street.

Many areas in the UK have established *Pubwatch* schemes which identify and share information on trouble makers in entertainment areas. They rely on a dedicated radio system amongst partner organizations in the late night economy as well as a banning system run through the internet. Statistics have shown no decrease in violence, though more customers have been attracted to the town centres as a result of the increased security.

In the UK, a large amount of effort has gone into the expansion of the Best Bar None program which was piloted in Manchester in 2003. It is essentially a certification and awards program whereby interested bars fill in an application and are assessed on site for a score. Criteria include best practices which address concerns with over-service and public disorder. Those bars meeting a basic standard each year are allowed to display the BBN logo. Every year there are awards ceremonies for bars in various categories. Inter-city rivalries and promotion is possible.

In Stockholm, a long term commitment between formal regulators and local government was seen as key to the success of a pilot program to reduce bar violence. The program involved public awareness, licensee staff training and enforcement. A committee including police, Council, liquor licensing authorities, health officials, owners and unions monitored effectiveness of measures and implemented changes as needed. Violence decreased by 29% in the project area.

Bar door staff is typically responsible for controlling access, preventing overcrowding, age verification, addressing misconduct, conducting searches and protecting staff and customers. Selection of door staff is often misguided based on ability to be physically aggressive. To better control the types of individuals and the behaviour of those employed as door staff, England and Wales now require that door staff hold a licence from the National Security Industry Authority.

North America

In Portland, Maine, best management practices suggest that drinking games at “last call” are eliminated, that designated staff look for visibly intoxicated persons, that the manager be present at all times, and that closed circuit televisions be used inside and out. Portland also recommends that door staff keep a log book of issues, maintain dialogue and surveillance of suspect individuals, and use less aggressive methods of performing their duties.

Toronto's Safer Bar program was developed by a partnership of organizations to address bar-related violence. The program includes training for staff and management (e.g., de-escalation techniques, appropriate searching, customer relations), a guide to reducing environmental risk in bars, and information on legal liabilities related to violence. The program is considered to have had a significant impact in reducing aggression in licenced establishments.

Barwatch Program

Downtown Victoria bars and police announced their joint commitment to a *Barwatch* screening program on July 8, 2009. The system is designed to discourage unlawful activity by requiring patrons to submit their drivers licence to a scan as they enter participating bars.

The *Barwatch* program has been used in clubs and bars in Metro Vancouver and other parts of BC in an attempt to curb violence.

In Vancouver, the five-year-old program has been credited with curbing gang activity in local bars and pubs.

Nine bars and four pubs have joined the Victoria *Barwatch* program.

While all thirteen establishments adhere to the same rules, only the nine bars use the Treoscope scanning technology. Based on the Vancouver model, it was decided that the pubs did not require the use of the systems. The Downtown Victoria Business Association (DVBA) is providing a 25 per cent grant to help cover the \$4,600 system cost.



Barwatch works in two ways:

1. If any crimes occur in the bar, the patron's records are submitted to police to help them identify the criminal.
2. Bar managers can submit notes about misbehaving patrons into the electronic database. The alert message will appear the next time the patron tries to enter any participating bar, so staff can choose whether to prohibit entry.

Bars are allowed to collect the name, date of birth, gender and photographs of its patrons, but the information has to be deleted after 24 hours. If the customer has caused a problem, however, the information can be retained for one year.

The Victoria Bar and Cabaret Association reports early successes with the program, with reductions in fraudulent identification being presented, and the flagging of individuals for unlawful behaviour, which effectively keeps them from attending other establishments.

3) Transportation

University/college towns or cities with a large population of young people (many under legal drinking age) often experience a high demand for transportation, particularly during late night hours. The millennial generation or Gen Y (most recent generation, born after 1980) frequents dining and entertainment establishments more than any other demographic group, going out an average of three times a week.⁷ This group also consumes alcohol more heavily than others, which creates demands for enforcement of over-service and underage drinking, and the need for impaired driving measures and safe transportation home. In addition to patrons of drinking establishments, downtown late night workers also require access to safe transportation home.

The demand for late night transportation is high Thursday to Saturday nights, as large concentrations of people, many of whom have been drinking, are seeking a ride home during the same period, generally at bar closing between 1:00 am and 3:00 am. At that time there is limited or no bus service and cab companies are overwhelmed with calls. The number of cabs available to serve the large late night crowd is often insufficient. The challenge for cities is to adapt to the shift in customer needs and facilitate use of a safe and efficient set of transportation options. To be successful and optimize use of resources, options for transportation should be closely matched with the number of late night users, the time of need and their destinations.

The City of Victoria's transportation issues and interests are widely shared across North America and Europe. Research⁸ shows promising practices emerging in the following areas:

- **Late night integrated transportation** – seen as more of a “strategic mindset” than a program, this is a comprehensive approach to providing safe travel for both patrons and employees
- **Impaired driving / impaired pedestrians** – although specific countermeasures in this area are out of scope for the Task Force, they were concerned about the increase in impaired driving in the city, and the potential for this to be further exacerbated by limited transportation services
- **Alternative transportation** – transportation other than personal vehicles can remove more people, including impaired drivers, from the road
- **Taxi stands and transport centres** – organized, central access to transportation facilitates ingress and egress, and conveys a sense of control and order to the area
- **Multiple points of intervention** – creating more transportation options also generates multiple opportunities for intervention with impaired pedestrians and drivers to assure safety

Other Jurisdictions/Best Practices:

Transit

Various options have been employed across North America. In some jurisdictions, public transit has been extended, but because the number of passengers decreases substantially late at night, this practice has been curtailed in some areas due to high operational costs.

A study in Washington, DC found that drinking and driving (DUI) offences decreased by 9% overall and 35% in areas within 100 m of a metro station for each additional hour of public transit service. The cost saved for each DUI offence to the public was estimated to be \$21,500. While this reduced the risk of drinking and driving and associated risk of personal injury, it was also noted that it likely contributed to greater overall consumption of alcohol as there was a safe way home.

In London, England, the city's transportation authority “...supports the growth and development of the evening economy and has invested heavily in London's transport facilities around the clock in order to increase London's vibrancy and position as a world class 24 hour city.” Ridership has increased 82% from 2000 and service by 66%. Safety issues are a primary concern of users and this has been addressed by closed circuit television (CCTV) installed on all buses, better bus stop lighting and more late night bus information being provided in public spaces and at private venues.

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⁷ Source: University of Michigan Institute for Social Research (ISR)

⁸ Source: Responsible Hospitality Institute

A shuttle bus is used in Sutherland Shire UK, to drive a route amongst the popular late night centres. It has been successful in significantly reducing drinking and driving and public disorder issues. It relies on a regular frequency of buses and convenience to drinking establishments for pick-up. Eight bars continue to contribute a total of \$1,300 a week, each contributing proportionately to their size.

Taxis

Downtowns can benefit from the establishment of centralized taxi stands and transport centres. These stands are designated pick-up areas where taxis wait for fares. They should be supervised or marshaled for maximum safety and efficiency. They streamline travel in and out of an area, provide increased safety for traffic and pedestrians, more drinking driving intervention options, less congestion and relieve the burden on public transit. Some cities have added vibrancy to their taxi zones by including food vendors, which assists patrons who wish to eat at a time when restaurants are generally closed.

Where intoxicated people congregate in large crowds, there is a high risk of confrontation and violence. In Leeds, England, they have a number of dispersed taxi stands to avoid this problem. London established a taxi stand which is marshaled from 10 p.m. to 3 a.m. on Friday and Saturday nights. Four hundred taxi trips are typically dispatched each weekend and the rank is considered a safe place to await transportation. Croydon, England has established marshaled central taxi stands to gather and dispatch taxis and minibuses.

Taxi stands should be located in sites that are near late night businesses, present minimal noise impacts on residential neighbours, do not impede the flow of pedestrian traffic, and do not impact other vehicle traffic. Consideration should be given to preventing disorder where inebriated persons await transportation. Good lighting, supervision and closed circuit televisions may help if a central transportation hub is created. Alternatively, if supervision is not feasible, several sites for taxi stands should be considered as not to create one large gathering spot.

Alternative Transportation

A hospitality zone or downtown entertainment district's success in attracting patrons is directly related to access to safe and efficient transportation. The greater the options for transportation in and out of the area, the greater the reductions in congestion and the potential for crowd-related problems.

Car travel is the dominant mode of transport, and a shift to alternative modes can be a challenge in our car-dependent society. Options include shuttles and minibuses (following a path of stops throughout the zone as opposed to just one spot), limousine services, buses and other shared-ride services (i.e., mass transit). Routes and pickup locations should be well publicized in the community and at late night venues.

A number of US cities have introduced enhanced "taxi" services. In Detroit, several late night transportation services have been started by young entrepreneurs and students. They emphasize a good service and fun. They use 14 passenger vans, operate from 8 or 9 p.m. until 2:30 a.m. – 4 a.m., and charge a nominal fee. In Mount Pleasant, Michigan (population 26,000) university students started several taxi companies in response to the lack of late night transportation. They also focus on service and a fun experience. Cabs hold up to 14 passengers and cost \$3 a ride and run until 4 a.m. on weekends.

There are many innovative options for expanding transportation alternatives. The Responsible Hospitality Institute (RHI), a leading non-profit organization that assists cities to plan, manage or police dining and entertainment districts, has noted a number of promising practices that are being tried in the US:

- Chauffeured ride in your own vehicle – enables potentially impaired drivers to get home safely
- Fixed route loop shuttle – often connected to a university and financed in part by student fees
- Student run Safe Ride program – program uses donated rental cars and is financed in part through corporate sponsorships
- Shared valet parking services
- Shared cab rides
- Sponsored rides home (free taxis) and to and from sporting events (mini-buses)

4) Creating a Safe and Vibrant Downtown Nightlife

The Responsible Hospitality Institute has identified the following six core elements of a vibrant and welcoming hospitality zone, contributing to a safe and vibrant downtown economy:

- **Service, Security and Safety:** Proactive management of internal policies and procedures within bars, nightclubs and live entertainment venues, including training programs, to address crowd management, prevent service to minors, over-service and intoxication, through security techniques, harm reduction best practices and peer-to-peer mentorship.
- **Multi-use Sidewalks:** Balancing a mix of vibrant outdoor activity from vendors, street entertainers, sidewalk cafes and kiosks while complying with local regulations and addressing panhandling impacts.
- **Community Policing:** Adapting regulatory compliance and policing for an active nighttime economy. Involves reducing closing time risks through specialized policing strategies for entertainment districts, greater inter-agency collaboration and proactive intervention to ensure greater regulatory and enforcement compliance.
- **Integrated Late-night Transportation:** Ensuring safe, efficient access/exit to and from entertainment zones for those who play and work there. Extended hours and more coordinated public and private transport services to meet demand from the nighttime workforce and patrons improve safety, reduce impaired driving and provide more efficient downtown access and exit.
- **Music and Entertainment:** Public policies and economic incentives that support local performers and venues for a vibrant and authentic multi-generational local music and entertainment industry.
- **Quality of Life:** Zoning, codes, nighttime allocation of public services and social marketing on patron responsibility to better manage noise, litter, trash and disorder impacts in mixed-use neighbourhoods with residential and commercial activity.

RHI also notes the importance of responding to shifting demographics, social phases and lifestyles, particularly the trend toward an urban lifestyle, where living, working and playing downtown is the dominant way of life. Their research shows key factors that influence decision-making for young people around the types of establishments where they spend their evening and late night hours, and demonstrates the need to balance expectations and preferences of men and women with regard to the environment they seek out.

What Women Want...

- Clean, well-equipped restrooms
- Safe, well-lit parking and entrance
- Identifiable staff (uniforms)
- Crowd control
- Seating
- Dancing
- Music
- Places to talk
- Drink menu
- Light food
- Choices

What Men Want...

- Women
- Beer
- Sports
- More beer

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Emerging patterns in sociability are creating different demands for different venues in hospitality zones:

- Movement to urban areas
- Revitalizing main street
- Growth in demand for ethnic and specialty food
- Growth in demand for cafes and lounge environments
- Boomers drink less but better
- Increase in under-21 abstainers
- Zero tolerance for youth and drivers drinking
- Developing sense of community

The RHI predicts the top ten social and legal trends in the hospitality industry for 2010 will be:

1. Nighttime economy assessments
2. Street as a venue
3. Music and entertainment commissions
4. Mixed-use zoning and disclosures
5. Concierge government
6. Public safety alliances
7. Nightlife associations
8. Technology solutions
9. Hospitality improvement zones
10. Hospitality zone liaison

5) Enforcement and Sactions

Enforcement

Enforcement is a cornerstone of any effective program to manage late night disorder. Historically, police departments have responded to downtown late night weekend enforcement needs by deploying more officers to deal with the crowds and consequent issues, generally on an overtime or call-out basis. With the shift to community policing in the 1990's, police departments have balanced their role of enforcer with that of community collaborator or facilitator. Some cities have formed dedicated evening/late night police details to deal with the unique demands of hospitality zones during the intense Thursday through Saturday period. The focus is on closing time crowds, traffic and pedestrian safety, underage drinking and intoxication and its impacts on businesses, residents, and other patrons. Resources and budgets to manage and maintain this work are limited, suggesting a greater need for police and business collaboration and sharing of resources.

According to RHI, this trend will expand policing roles and require a more coordinated and customer service minded approach. The purpose is still to reduce risk to the public and this will involve traditional law enforcement techniques, prevention, problem-solving, collaboration and community engagement.

The coordination of police enforcement with other enforcement functions performed by municipal bylaw, fire and liquor authorities is an example of how this approach can play out in a community.

Other Jurisdictions/Best Practices

RHI's review of best practices reveals the following goals for community policing within hospitality zones:

- Visible uniform presence
- Consistent/fair enforcement of relevant laws
- Effective relations with all relevant stakeholders
- Develop and build new partnerships
- Effective utilization of all resources afforded within the community
- Facilitate an atmosphere conducive with maintaining downtown vitality
- Maintaining a liveable quality of life for residents

The Task Force was fortunate to have the opportunity to hear from Superintendent Warren Lemcke, of the Vancouver Police Department, the officer responsible for the Granville Street entertainment district (GED). The GED is known as the primary "party" area of the Lower Mainland, with the highest concentration of nightclubs in the region, drawing

young people from surrounding municipalities as well as two nearby universities (6,700 licenced seats; 80% of patrons from suburbs).

The area had become known as the “street of shame”, with increased frequencies of assaults, fights and general disorder, caused primarily by intoxicated young people. Changes to liquor laws in 2002 saw extended hours for liquor service, which related to a significant increase in street disorder in the area, negatively affecting public, media and officer opinion and safety.

The Vancouver Police Department initiated a 6-month pilot project in May 2007. They deployed 48 officers to the zone, which over time was reduced to 16 and maintained at this level to this time (prior to pilot 9 members were dedicated to the area at night). They adopted a different policing approach, one which welcomed people to the area, but appealed to patrons’ sense of responsibility for themselves and their friends, and made it clear there were consequences for bad behaviour. Other features of the pilot were street closures (with more welcoming barricades), media partnerships on public service announcements, and a closer and more productive partnership between police and bar owners. The *Barwatch* program was an important component of the project’s success and continues to be a key initiative today.

Significant strides were made in diminishing disorder in the Granville Entertainment District (GED) as a result of the pilot. In 2008, there were 20% fewer calls for service in the zone compared to the year before. Feedback from the public was overwhelmingly positive, with 93% of survey respondents endorsing the continuation of the strategy. The pilot demonstrated the positive impact of the new “friendlier” police approach, additional personnel and the benefits of effective partnerships. Police officers no longer dread working in the GED, considering the initiatives fundamental to increasing their feelings of safety in the area. Other Canadian police agencies are studying the Vancouver experience as they develop strategies for addressing similar issues in their cities.

Vancouver Police cite the following items as key success factors in the mitigation of disorder in the Granville Entertainment District :

- Close areas to vehicles for better control
- Eliminate late night line-ups
- Change deployment philosophy to one of welcoming vs. threatening
- Have non-alcohol-related activities and services, – e.g., food carts, sidewalk sales
- *Barwatch* program
- Police and bar owners working together
- Enlist media support/buy-in – solicit free PSAs, earned media
- Budget for additional personnel and services
- Working with private security firms

Sanctions

Police have had concerns for some time about the limited deterrent value of the financial sanctions associated with certain offences under the *Liquor Control and Licensing Act*. Fines for five common offences that police routinely deal with were compared earlier this year to those in three other provinces. Results of the survey are shown in Figure 6 below.

Figure 6: Comparison of Common Liquor Offence Fines

<i>Liquor Control and Licensing Act</i> Offence	BC	Alberta	Sask.	Nova Scotia
Open liquor or consumption in a motor vehicle	\$ 58	\$ 250	\$ 200	\$ 452
Open liquor or consumption in a public place	\$ 115	\$ 100	\$ 200	\$ 452
Minor in possession of liquor	\$ 58	\$ 100	\$ 200	\$ 452
Supply liquor to a minor	\$ 500	\$ 150	\$ 310	Court
Fail or refuse to leave a licenced premise when requested	\$ 500	\$ 200	\$ 200	\$ 222

The survey suggests that British Columbia's fines for two important liquor offences are low when compared with other provinces. The "open liquor in a vehicle" offence is a concern for the law enforcement community as it is a central issue in impaired driving. Extensive strides have been made by police, policy makers, law makers and the media over the years to address drinking driving and heighten public awareness. The nominal fine for this serious offence seems counterproductive to this priority and inconsistent with society's interest in keeping the roads free of impaired drivers.

Similarly, the relatively low fine for minors in possession of alcohol sends the wrong message about the seriousness of this behaviour. Police report anecdotally that the majority of 16 to 18 year olds who receive this \$58 fine treat it lightly and most do not perceive such a penalty as a hardship nor deterrence to their actions.

IV. Taking Action

Based upon all of the information reviewed and ideas explored, the Task Force recommends the following integrated strategy to address downtown late night issues in a comprehensive and collaborative way. Each component of the multi-pronged strategy is equally important to the realization of the goal of a safe and vibrant downtown, and each is designed to work together and leverage the opportunities and benefits offered by the others.

A) Recommended Downtown Late Night Strategy

- 1) Integrated Late Night Transportation
- 2) Enhanced Enforcement
- 3) Enhanced Licenced Establishment Operations
- 4) Public Awareness Campaigns
- 5) Creation of a Welcoming and Diversified Evening and Late Night Economy
- 6) Establishment of "Late Night Great Night Victoria" Coordination Committee

Each component of the strategy is discussed below.

1) Integrated Late Night Transportation

Behavioural problems occur at bar closing when intoxication levels are high and people congregate in front of venues and at food outlets. At the same time there is little public transit, driving is not an option and taxi companies are overwhelmed. It is essential to disperse crowds and move people through downtown smoothly at bar closing times. An integrated transportation strategy can assist in maintaining order and public safety.

In the late night hours in Victoria, there are 35 licencees with about 8,000 seats, with closings occurring from 1 a.m. (approx. 2,000 seats) to 2 a.m. (about 6,000 seats). A portion of this group will walk, be driven home or take a taxi. The remainder will seek transportation to locations in adjacent neighbourhoods and municipalities.

(a) Central Managed Taxi Zones – 6-month Pilot Project

The Task Force recommends the establishment of three centrally located managed taxi zones to facilitate crowd dispersal and the smooth movement of people out of the downtown in the late evening. The locations will be convenient to the nighttime establishments and have the following features:

- safe, visible and well-lit
- public washrooms or urinals near by
- personnel to supervise queuing and monitor crowds
- food vendors will be encouraged to set up operation in area

These monitored taxi stands will be safe locations for people waiting for their ride home.

It is proposed that a pilot project be run from December 3, 2009 to May 29, 2010. This starting time coincides with the end of term for university and college students and the beginning of the busy holiday season. The taxi stands will be in effect Thursday, Friday and Saturday in the late evening/early morning hours.

A strategy is also needed for putting more cabs on the street at peak times on weekends – biggest demand is at about 2 or 2:30 a.m. There are currently 267 licenced taxis in the Victoria area, of which 250 serve downtown. Trips range from an average of 4 to 5 minutes, within downtown, to 15 minutes for some parts of Esquimalt. The BC Taxi Association reports that there is little business for cabs downtown at night from Sunday to Thursday, but on Friday and Saturday nights the volume is substantial. The Association's statistics show that cabs are working to capacity on these nights.

Adding cabs on the weekend is problematic for the operators from a business perspective as they cannot generate enough business to compensate for the other five days. Adding taxi licences is not a straightforward or quick process but the Task Force felt it was worth pursuing. Application would have to be made by the Taxi Association to the provincial Passenger Transportation Board (PTB), which has reduced or denied similar requests in the past but appear to be open to further discussion.

Other options that could be explored with the PTB include a differential rate or surcharge between certain hours or temporary permits to allow for additional taxis. Insurance and other non-temporary costs require further examination to determine if the latter option could be profitable.

The Task Force encourages the creation of new programs or the expansion of existing ones to enhance taxi service

and capacity. They applaud the initiative of Capital Region taxi companies and ICBC in partnering to develop the Julie Cab Card program a few years ago. This program is named after a young Victoria-area woman who was killed in a car crash returning from a party one evening. A family member who was a local cab driver advanced the concept for a universal credit card account that parents set up and young people can present to any cab company when they need to get home safely. This is a great example of the kind of positive program that can be created through effective collaboration.

(b) Support Extended Late Night Bus Service – 3-month Pilot Project

The Task Force was encouraged to learn of the BC Transit proposal for a 3-month pilot of extended bus service in the New Year, as late night bus service was a concept promoted by Task Force members and was a common priority among the stakeholders. Student organizations have also advocated for improved bus service later in the evening. Late night transit has been shown to be an important piece of a well-functioning integrated transportation strategy to move people out of the downtown core and mitigate late night disorder.

Late night service requests from students have been considered by the Commission several times in the past decade. The Commission's comparison of other cities indicates that bus service provided in Victoria is typical of other centres of a similar size, while larger cities offer service to 1:30 a.m. or later.

In October 2009, the Victoria Regional Transit Commission approved a pilot for late night bus service on three routes with high populations of students and young people. Parameters are as follows:

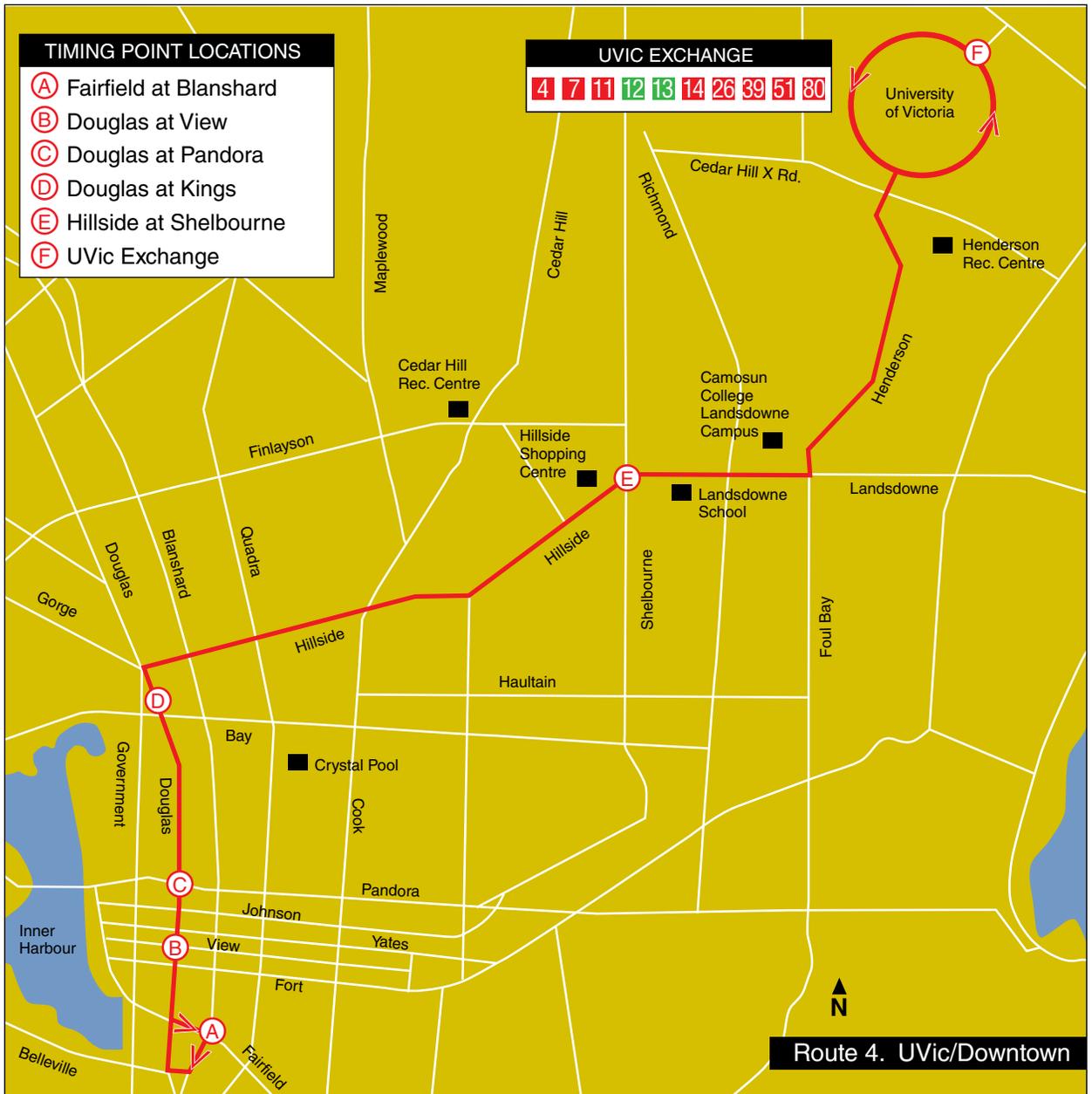
- Pilot to run between January and March 2010
- Extended service on Friday and Saturday nights
- Last bus leaves downtown at approximately 1:30 a.m. (currently last bus leaves downtown at 12:30 a.m.).
- Routes: #4 (UVic/Downtown), #6 (Esquimalt/Royal Oak), #14 (UVic/Victoria General)

The pilot will be evaluated to assess ridership, financial implications, safety and vandalism, and operational sustainability. Given the number and range of destinations of Victoria bar patrons, these late night buses will likely address the main longer distance destinations. Closer locations could be served by shuttles/mini-buses on fixed routes (Fairfield, Oak Bay, James Bay), private shared-ride minibuses or dedicated evening taxis.

Maps of the proposed routes follow.

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Route #4 – UVic – Downtown



(c) Expand Alternative Transportation Options

The Task Force encourages the development of additional transportation options to provide more comprehensive coverage and help reduce the incidence of drinking and driving. Examples of alternative transport modes that could be tested or expanded are:

- mini-bus and van shuttles or pick-up services
- limousine charter services
- shared-ride programs
- chauffeured rides home such as those offered locally by “Call Mom” and “Dial a Driver”

(d) Communicate City Parking Services

The Task Force recommends that the City of Victoria do more to publicize the range of services it offers to manage parking demands downtown, and in particular the features of greatest relevance to downtown late night entertainment district users.

The City operates five parkades downtown and three surface lots, providing over 9,200 parking stalls. Greater public communication of these services and their features would assist drivers in planning their parking strategy so they can confidently leave their vehicle if necessary and get home safely through other means.

Examples of the benefits that can be promoted through signage and advertising are:

- Parkades offer safe and secure parking in convenient locations. They are well-lit and have 24 hour security personnel. In addition, one-hour free parking coupons (which can be purchased in books of 50 for \$5) can be used to add time to the next day, and parking is free Sundays and holidays.
- The City’s new on-street pay-by-space parking meters allow prepayment until 10:30 a.m. the next day. All on-street parking is free after 6 p.m. every day, and like parkades, is free Sundays and holidays.

2) Enhanced Enforcement

Enforcement is a key component of a successful late night strategy. An enforcement presence and targeted law enforcement programs have proven effective in mitigating aggressive and uncivil behaviour. Current resources available for policing in downtown Victoria are limited and budget capacity for additional officers in the near future remains uncertain.

(a) Additional Police Officers

The Task Force recommends augmenting existing police shifts with additional uniformed members in the downtown entertainment centre. The means by which this can best be achieved longer term and the number of officers that are required should be left to the discretion of the Chief Constable.

In the short term, the Task Force proposes that the Victoria Police Department (VPD) deploy four additional members dedicated to the downtown entertainment district on Thursday, Friday and Saturday nights on an overtime basis for a 6-month trial period. This extra enforcement would begin concurrent with the launch of the central taxi zones in early December. If possible, reserve constables will also be deployed to assist the four members.

(b) Greater Coordination among Enforcement Agencies

The Task Force recommends increased use of coordinated multi-agency teams to raise awareness and maximize enforcement capacity and coverage, building on the model currently employed. The focus would be on dealing with problem individuals and operations as opposed to a blanket enforcement “hammer”.

The plan would involve more frequent coordinated enforcement campaigns on an ongoing basis, with two types of teams:

- Police and Bylaw Officers to address public disorder
- Police/Bylaw/Fire/Liquor Inspectors to address liquor offences

(c) Enhanced Sanctions

The Task Force supports higher fines for alcohol-related offences under the *Liquor Control and Licensing Act*, as described in Section III 4) of this report. The Task Force met with the provincial minister responsible for the Liquor Control and Licensing Branch in July 2009 to advocate for increased fines for selected offences. No commitment to change fine levels was made at that time, but this will be followed up on in the New Year.

The BC Association of Chiefs of Police has also recommended increased fines to the Minister.

3) Enhanced Licenced Establishment Operations

Licensed businesses typically account for about twenty per cent of public alcohol consumption in a community. As with any business, there are establishments that operate their business lawfully and responsibly and those which do not. In the case of Victoria's restaurant and bar scene, the majority are well run establishments that add vibrancy and character to the city and enhance the downtown nightlife experience.

Programs like *Barwatch* add to the safety of the entertainment district and other initiatives can be identified as additional contributors to a great nighttime experience.

Another welcome program that will improve safety at licensed businesses is the new requirement for doorpersons and inside security staff at licensed liquor establishments to be trained and certified under the *Security Services Act (2007)* as a condition of employment. The Act, administered by the Ministry of Public Safety and Solicitor General, ensures consistent and appropriate standards across the security industry. This change, effective November 1, 2009 is highly supported by the Task Force.

The Task Force recommends the following actions:

- (a) Increase training for all bar staff
- (b) Encourage on-site security for longer periods to manage crowds
- (c) Increase compliance with liquor rules
- (d) Encourage expansion of *Barwatch* to all bars and clubs
- (e) Develop a "best bar" certification scheme for Victoria based on criteria which are consistent with licensing requirements and qualities desirable in a well-run establishment. This would be done through a partnership.
- (f) Review and augment needs not addressed by *Serving it Right* which would support better bar management, and consider if further enhancements to the program are warranted.

4) Public Awareness Campaigns

The Task Force recommends a series of communications initiatives and public awareness campaigns to promote a positive image of downtown and communicate a sense of fun, excitement and vitality. Branding of the "Late Night Great Night" concept would be a part of this, as well as targeted messages to promote respectful behavior in the downtown at night, raise awareness of the effects of over-consumption, and the impact/consequences of disorderly conduct. These campaigns can best be delivered through partnerships, including media partnerships on public service announcements. Messages directed to youth for example, present an excellent opportunity for collaboration with educational institutions and youth organizations for mutual benefit.

Along with communication around the overall downtown late night strategy, potential themes may include:

- "Welcome to Downtown" – encourage people to have a great time, while promoting personal responsibility/accountability
- Downtown is mixed use and a neighborhood for many, need to treat it respectfully
- Messaging to support specific late night programs (e.g., central taxi zones and City parking services) and activities

Enlisting media support is recommended as a critical component of the awareness program.

5) Creation of a Welcoming and Diversified Evening and Late Night Economy

The Task Force looked beyond the issues at hand to envision the future potential for the downtown late night. They recognized that success lay in opening up the downtown to business, innovation and entertainment, and the importance of creating a welcoming experience and vibrant and diversified economy in the evening and late night, something that helps to define all great cities. A vibrant nighttime economy nurtures hospitality zones where people of varied ages, incomes and lifestyles unite as a community to enjoy dining, beverages, music and dancing in public venues. Many nighttime activities create day business (e.g., shops, salons, etc.) and produce other economic benefits.

Building on the existing nighttime economy and the infrastructure provided by the City, such as the successful public urinal pilot that has received much positive feedback, the Task Force recommends the following actions to enhance the evening and late night experience:

- (a) Provide more public urinals – fixed or portable – and safe, accessible washrooms
- (b) Encourage more late night eateries and food vendors
- (c) Review and amend City bylaws and policies that may be barriers to positive change, e.g., expansion of food stalls, later closing hours for food services
- (d) City and business community to work together to animate downtown in the evening and late night
- (e) Provide diverse offerings that do not focus on alcohol (youth suggested music, dancing, leisure activities like pool or bowling, retail and food services)

Exciting opportunities abound, with substantial social and economic benefits. A well-planned and managed nightlife can do the following for a city:⁹

- Reduce crime with more coordinated eyes and ears monitoring the street
- Maximize existing city resources
- Match service allocation with peak-time demand
- Revitalize business districts by using restaurants and nightlife to drive initial foot traffic
- Draw a creative class of innovators and entrepreneurs to develop sustainable business
- Provide a spectrum of social experiences for all ages and lifestyles
- Propel relocation of corporate headquarters and research facilities seeking to recruit the creative class
- Expand tourism and convention trade
- Capture post-event markets generated by sporting events and theatres to support local businesses
- Attract students and faculty for local colleges and universities
- Create jobs and careers in hospitality

6) Establishment of a “Late Night Great Night Victoria” Coordination Committee

In keeping with the theme of collaboration and partnerships, it is recommended that a committee comprised of downtown late night stakeholders and City representatives be established to develop and advance a shared vision for a vibrant and sustainable evening and late night downtown economy for Victoria. This group would be the catalyst for new initiatives, promotions and awareness campaigns designed to promote a positive and exciting image of “Late Night...Great Night” Victoria, and generate economic opportunities for evening and late night businesses. The committee would be at the forefront of the kind of initiatives envisioned in items 4) and 5) above. Funding strategies for initiatives proposed by the coordination group would be developed for consideration by the appropriate decision-makers.

The Task Force is pleased to advise that this committee will be led by the Downtown Victoria Business Association, a non-profit, membership-based organization which so capably performs a similar role as the advocate and catalyst for a vibrant and prosperous downtown. The DVBA leads many collaborative initiatives to market, beautify and enhance the downtown business area, and to provide a clean, safe and welcoming business environment. The inclusion of a larger evening and late night focus will leverage the expertise and experience of the association, its members and downtown businesses to make the “Late Night...Great Night” vision a reality.

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⁹ Source: Responsible Hospitality Institute

B) Other Ideas Examined But not Adopted

The Task Force considered several other stakeholder suggestions, but elected not to include them in their recommendations as the evidence does not substantiate their effectiveness. Among these were:

- Staggered or extended closing hours for bars/clubs to manage exit
 - Despite the perception that extended hours or a “soft” closing strategy would assist in mitigating disorderly conduct, the experience of other cities, including Vancouver, was that this practice at best simply moves the problem to a different time, or at worst, results in increased problems as patrons still rush to consume more drinks before last call.
- Tough police approach as opposed to a welcoming philosophy
 - Experience in other jurisdictions suggests that a friendlier and less threatening approach is more effective in gaining cooperation and compliance and sending a positive message about the late night experience.
- Higher minimum drink price (currently \$3)
 - The Task Force saw no evidence that that current minimum drink price was contributing to the problem at this time; this issue can be reexamined by the City and licenced establishments at a later date if necessary.
- Increased business licence fees
 - While some stakeholders saw increased business licence fees as a worthwhile step to offset the costs of managing late night issues, the Task Force felt the imposition of additional financial requirements on businesses during this difficult economic time was premature. This issue may be reexamined at a future date.

V. Conclusion

Victoria is a great city. Its beauty, vibrancy and thriving downtown provide an excellent foundation on which to build an even greater city and more exciting downtown, particularly in the evening and late night.

Throughout this process, the Task Force learned a lot about the tremendous plans and efforts already underway to make the downtown late night experience a positive one and applauds the spirit of partnership and shared vision that underlies this work. The recommendations in this report are meant to augment this work and pull together the pieces of a diverse puzzle that will require collective action and commitment to complete and sustain.

It is hoped that this report and the strategies supported or recommended by the Task Force will stimulate discussion on how, as a community we can address not only threats to the sustainability of a vital late night economy, but also opportunities to enhance it. As the provincial Capital and downtown for the region, the broader community will benefit greatly as Victoria joins the ranks of other great cities with a safe, welcoming and flourishing downtown – regardless of the time of day or purpose of the visit.

APPENDIX A: Task Force Terms of Reference

1. Purpose/Goal

The Task Force will focus on Downtown Late Night issues with the goal of creating a comprehensive and cohesive strategy to ensure the City of Victoria maintains a vibrant downtown core that balances the needs of local businesses, residents, visitors, and late night entertainment users.

2. Background

Over the years there has been much discussion regarding the increase in downtown late night public disorder, but no comprehensive or organized effort to address the problems. As the business and residential population in the downtown grows, these issues have become more acute.

Problems that have been identified include: lack of late night transportation; public urination; street crowding after bars close; fighting; vandalism; street noise; and community nuisance caused by over/excessive drinking. This list is not exhaustive.

While many issues have already been identified and potential solutions canvassed, they have been done in absence of a larger strategy to ensure efforts work together in finding a healthy and vibrant balance for our downtown.

3. Membership

The Task Force will be small, sharp and focused. It will be comprised of a core team as follows, with staff support as required:

- Mayor Dean Fortin
- Councillor and Downtown liaison, Charlayne Thornton-Joe
- Chief Constable Jamie Graham, Victoria Police Department

4. Scope and Process

Objectives:

- To identify issues contributing to late night disorder in the downtown.
- To identify options for resolving community concerns.
- To develop an integrated, collaborative approach to address the issues.

The Task Force will conduct individual interviews with key stakeholders from the downtown community and those directly impacted by increased late night disorder. These interviews will be convened as private meetings to preserve confidentiality and encourage candid commentary.

Two group meetings will be held for all external stakeholders to participate in a review and discussion of the Task Force findings.

4.1 Deliverables

An interim report will be produced to outline initial findings and actions, and a final strategy document will be presented to Council in late August/early September, following review and feedback from stakeholders.

5. Consultation

5.1 Key Stakeholders

There are many stakeholders who have insight and experience in the challenges facing downtown, and specifically the disorder issues that occur at night. All of those stakeholders need to be part of identifying the problems and advancing solutions. The City of Victoria cannot do this alone – as a community all have a role to play in improving the downtown.

Stakeholders to be consulted include, but are not limited to, the following organizations:

- Downtown Victoria Business Association (DVBA)
- Greater Victoria Chamber of Commerce (GVCC)
- Downtown Residents Association
- Victoria Bar and Cabaret Association
- BC Hotel Association
- Private Liquor Retailers
- Vancouver Island Health Authority (VIHA)
- Student organizations – UVSS/CCSS
- University of Victoria
- Camosun College
- BC Restaurant & Food Services Association (BCRFA)
- Liquor Control & Licensing Branch
- BC Transit/Victoria Regional Transit Commission
- BC Taxi Association

5.2 Public

Community input is an important component of the Task Force's strategy. To ensure that all groups and citizens can offer their comments and suggestions on downtown late night issues, an email link has been established at downtowntaskforce@victoria.ca for direct feedback to the Task Force.

Progress on the Task Force activities will be communicated throughout the process.

6. Time Frame

The Task Force will require a practical time frame in which to review previous work on this issue as well as to canvass stakeholders on how best to coordinate a comprehensive strategy to manage growing concerns. The Task Force will bring recommendations to Council for review within three to four months of its establishment.

6.1 Proposed Schedule:

The agreed upon strategies will be implemented occur throughout the next three to months, as individual actions are ready. The Action Plan will be fully rolled out by September.

Mid-May	Launch Task Force
June and July	Task Force meets weekly (Monday afternoons) to canvass issues, undertake necessary research, and propose recommendations
August/September	Recommendations and Action Plan brought to Council for review
September	Action Plan implemented

At least two sessions will be held where all stakeholders will be invited. One mid-term for the Task Force to outline its initial findings, and one end-term where the draft report and recommendations will be provided to stakeholders and feedback sought to inform the final report.

APPENDIX B: Consultation Process

The Downtown Late Night Task Force was comprised of:

- Mayor Dean Fortin
- Councillor Charlayne Thornton-Joe, Downtown liaison
- Chief Constable Jamie Graham

Staff support was provided by Rob Woodland, Director, Legislative and Regulatory Services, and Janice Schmidt, Manager, Corporate Planning and Policy.

The Task Force held weekly meetings between June 1 and July 27, 2009, to which they welcomed a wide range of stakeholders. In addition, a plenary meeting for all participants was convened to review the findings of the Task Force and solicit final feedback. A City staff group also contributed ideas for action.

Three core questions were posed to all stakeholders as a starting point for discussion:

- 1) What are the key issues of concern to your organization/members with respect to late night disorder in the downtown?
- 2) What do you see as effective solutions to address the problems?
- 3) a. What role or actions could you take in advancing these solutions?
b. What role are you already playing?

The Task Force appreciates the contributions of the following individuals and organizations, as well as the citizens who took the time to forward their comments:

BC Liquor Control and Licensing Branch

Karen Ayers – General Manager & Assistant Deputy Minister

Gary Barker – Regional Manager, Compliance & Enforcement Division

Barry Bieller – Director, Policy, Planning and Communications Division

Janice Carlson – Policy Analyst, Policy, Planning and Communications Division

BC Transit

Mike Davis – VP & CIO, Business Development

Camosun College Student Society

Lauren Blakey – Women's Director

Matteus Clement – External Affairs Executive

Matthew de Groot – Interurban Executive

Downtown Victoria Business Association

Ken Kelly – General Manager

Scott Hoadley – Chair

Barry Hobbs – Director

Hotel Association of Greater Victoria

Scott Hoadley – Chair

Margaret Lucas

John Clisby

Earl Wilde

Private Liquor Retailers

Margaret Lucas – Hotel Rialto

Matt McNeil – Victoria Pub Company

Colin Southcombe – Strathcona Hotel

University of Victoria

Grace Wong Sneddon – Diversity Advisor to the Provost; Associate Director Student & Ancillary Services

Victoria Bar and Cabaret Association

Grant Olson – President

Scott Gurney – Public Relations Liaison

Vancouver Police Department

Superintendent Warren Lemcke – North Command

BC Ministry of Healthy Living and Sport

Denise De Pape – Director Alcohol Harm Reduction

Rafe Mooney – A/Director, Problematic Substance Use Prevention

BC Taxi Association

Mohan Kang – President

Hari Pabbi – Director for South Vancouver Island

Surinder Kang – Operations Manager, Yellow Cabs

“Call Mom”

Kelly Nicholl

City of Victoria Youth Council

Caitlin Schwarz – Coordinator

Simon Natrass

Ben Porcher

Greater Victoria Chamber of Commerce

Bruce Carter – Chief Executive Officer

Shannon Renault – Manager, Policy Development and Communications

David Marshall – Director; Chair Policy and Public Affairs Committee

L. A. Limousines & Transportation Services

Edison Kahakauwila – President

Kyara Kahakauwila – Vice-President, Client Services

Source Security Investigations

Mirko Filipovic – Special Projects Coordinator

University of Victoria Students’ Society

Veronica Harrison – Chair

Ben Johnson – Resource Coordinator

Ed Pullman – Director of Finance

Victoria Downtown Residents’ Association

Robert Randall – President

Andrew McKinnon – Treasurer

Victoria Restaurant Association

Don Monsour – Chair

Bob Parrotta – Vice-Chair

Victoria Security Services

Jason Graff – Senior Supervisor

APPENDIX C: Summary of Stakeholder Feedback – Issues and Proposed Solutions

Key Issues Raised by Stakeholders	Suggestions/Comments
<p>Insufficient late Night Transportation Options Lack of bus service later at night</p> <ul style="list-style-type: none"> • Difficulty getting a taxi • Safety issues around waiting for taxis late at night • People are looking for cabs at the same time, which limits level of service • Long fares put cabs out of service for up to an hour – money is made on multiple short fares • Adding taxi licences is difficult – arduous process through Passenger Transportation Bd. Recent requests have been reduced or denied • Temporary permits for additional taxis might help to put more taxis on street, but insurance and other costs make this undesirable • Problematic to charge higher fares/surcharges for late night – have to run same system (zone or meter) consistently. Zone system didn't work well in Van.; PTB doesn't allow now • Difficult for cabs to use designated satellite pick up zones as taxi service is based on where customer wants to go • Extra cabs needed primarily after 2 am • Little business for cabs downtown Sun to Thurs – majority of income is made Fri/Sat. • Crowding outside bars and clubs at closing time makes passenger pick up difficult, as does lack of adequate parking • Lack of public washrooms affects males and females – adds to public urination problem 	<ul style="list-style-type: none"> • Extend bus service on key routes • Centralized Taxi Zone – cluster activities and food carts in this zone • Use bus stops as taxi stops to disperse crowds quickly, reduce noise • Don't allow pickup in front of bars, restaurants or late night eateries, to avoid chaos • Need drop-off at UVic or Camosun College • Bike shelters similar to one at Mountain Equipment Co-op • Close Broad and Government Streets to vehicles after 10 p.m. • Increase late night taxi service and late night surcharge to make service viable • Shared taxi scheme and private buses • Julie Cab Card program a benefit for young people – could be promoted more • Provide coupons at bars for free parking until noon next day • Stagger closing times and don't allow new entrants after the first closing time, to avoid patrons moving from place to place • Need better process/protocol for police response to taxi driver calls for help or to report problems (“eyes and ears on street”) • Cab companies can decrease waiting times during peak bar times by having more dispatch staff on duty and by dealing more effectively with duplicate calls to more than one company, i.e., avoid having multiple cabs respond to one call, thereby slowing service to others by as much as 30% • Encourage vehicles that carry more people than the current smaller cabs – may be longer term as larger, more energy efficient cars become available

Key Issues Raised by Stakeholders	Suggestions/Comments
<p>Problematic Licenced Establishment Operations</p> <ul style="list-style-type: none"> • Early closing time encourages accelerated drinking to a “deadline” • High cost of drinks encourages “pre-drinking” such that many patrons arrive downtown already intoxicated • Many food primary licencees push the limits and operate more as a bar in the evening – not enforced, lack of food adds to drunkenness • Insufficient enforcement, lack of strong sanctions and low fines do not deter the irresponsible operators • Line-ups not seen as problem by licenced businesses; some queuing is inevitable as clubs process patrons • Restaurants that operate as bars – serve alcohol and little food • Binge drinking, youth culture, mix with drugs • Don't support raising \$3 drink minimum • Mixed support higher fines for licenced premise liquor violations – sanctions are harsh enough to get the operator's attention • Exit times – no gradual exit, everyone leaves at same time and are not likely to go home, so restaurants inherit the problems • Insufficient late eateries with appropriate seating and washroom facilities • Difficulty getting qualified, trained staff 	<ul style="list-style-type: none"> • Extend bar hours to 3 a.m./4 a.m. • More eateries – mobile, eat in, take out • Encourage more late night eateries • Training for bar staff – bartenders, servers, bouncers • Use mobile breath testers to randomly test patrons upon arrival • More stringent consequences for non-compliant establishments and staff – substantial fines that will be a deterrent, e.g., \$25k fine for servers instead of \$2,500; closures, lift licences • Raise minimum drink price from \$3 to discourage cheap drinks/overdrinking • Increase business licence fees for bars/clubs to fund solutions – but ensure it is a level playing field, e.g., higher fees if not participating in <i>Barwatch</i>, or if record of infractions • Introduce Code of Conduct for business owners, with consequences • Recognize and reward designated drivers – involve media to provide stature and recognition for people who provide this community service • Some concerns about raising fees in this economy – prefer to target poor performers • Business associations can exert some pressure/ sanctions of their own • Extend closing time by ½ hour to allow for more controlled patron exit • <i>Barwatch</i> a great step - majority of venues have signed on to program; successful in Vancouver • <i>Barwatch</i> program needs further analysis, based on Vancouver experience – may just move the problem around • Licensing hours should be restricted to the availability of seating and washrooms. i.e., 1 a.m. for take away food and 3 a.m. for “in-house” seating and facilities • Larger fines for public intoxication, urination, noise and fighting – publicize and tie to driver's licence • Bars could help promote neighbourhood concept – announcements re leaving quietly, using washrooms first, etc. • Extend/vary hours for places that serve liquor to avoid mass exits – allow different hours for different types of restaurants, e.g., let pubs stay open later • Change nature of liquor primaries – if culture is to shift from binge drinking, bars may have to change to offer food and other activities • Add fee for later hours, use revenue to educate <p style="text-align: right;">CONTINUED ></p>

Key Issues Raised by Stakeholders	Suggestions/Comments
<p>Problematic Licenced Establishment Operations, continued</p>	<ul style="list-style-type: none"> • Look at 4 Pillar approach in Whistler – LCLB, Police, private security, bar owners working together. Emphasis on <i>Serving it Right</i>, keep patrons inside for extra ½ hour, free rides home from pizza place etc. • Need more eateries to help disperse crowds • Awareness raising important – educate servers and ID checkers, enforce <i>Serving it Right</i>
<p>Limited Enforcement and Inadequate Sanctions Enforcement</p> <p>Police:</p> <ul style="list-style-type: none"> • Insufficient police presence at key locations • Penalties for liquor-related offences (e.g., open alcohol) not seen as significant enough to be a deterrent <p>Liquor Control & Licensing Branch:</p> <ul style="list-style-type: none"> • For licencees: 95% provincial compliance rate • Penalties for bar owners not substantial enough to deter the problem behaviour – seen by some as cost of doing business • Perceived lack of interest among licensees and unwillingness to accept responsibility – don't see issues as their problem • Small number of liquor inspectors limits monitoring/enforcement 	<ul style="list-style-type: none"> • Community policing approach that would see more members brought in from other areas to work weekends and special events downtown • Greater police presence at key locations – add members or shift resources • More severe sanctions for public intoxication and urination • Higher fines for liquor infractions • Targeted messages for specific groups, tying consequences to impact, e.g., fines relative to tuition • Improved processes and info sharing between police and LCLB • Conduct enforcement blitzes • Create downtown enforcement team – combine forces with other municipal police departments; treat as a regional issue like drugs and traffic where coordinated models have been effective • Deploy teams of bylaw and police personnel • Increase number of liquor inspectors • Better enforcement of bylaws – fair to all • Council support for police officers and bylaw personnel – support for actions, ensuring “teeth” in bylaws to avoid court challenges • More independent security and police personnel needed • Owners must take greater responsibility for what happens between 1 and 4 a.m. • Better training for door staff at venues, particularly in dealing with conflict • Need 0 tolerance approach, accountability for actions • Greater fines and penalties, up to cancellation of business licence; cost of licence to be used to modify behaviour • Bylaw enforcement should be deployed so tickets can be written, or give private security companies ability to write tickets

Key Issues Raised by Stakeholders	Suggestions/Comments
<p>Limited Night Scene and Lack of Alternative Activities</p> <ul style="list-style-type: none"> • Bars/nightclubs are virtually the only entertainment aimed at youth of certain age 	<ul style="list-style-type: none"> • Embrace the creation of a viable and vibrant downtown economy (details under staff input below) • Develop more youth-oriented activities downtown at night that do not involve alcohol (e.g., pool halls, dancing, concerts etc.) • Make it easier for youth to do the things we want them to do and harder to do the things we don't want them to • Allow sidewalk cafes, exterior painting, new signage, outdoor music, etc. • Need infrastructure – public washrooms, pay phones • Communicate a new image of excitement and vitality and higher standards of behaviour; promote responsibility and accountability • Build at least two public washrooms, utilizing space in parkades or other public areas (needed in daytime too); partner with other municipalities to spread facilities out • Believe there is a market for late night food service
<p>Lack of a Welcoming Evening Economy</p>	<ul style="list-style-type: none"> • Create a more welcoming and vibrant night economy with more diverse offerings – retail, food services and alternative entertainment • Encourage downtown residential development, but separate from entertainment zone if possible • Communicate positive welcoming image of downtown late night
<p>Lack of Individual Responsibility/Accountability</p>	<ul style="list-style-type: none"> • Public education/creative advertising about: effects of overindulgence and consequences of actions; positive messages about enjoying downtown nightlife (partner with businesses that would benefit) • Regional awareness campaign – parents all over region should worry about getting their kids home safe • Education re security teams and consequences • Greater accountability needed on part of businesses and individuals • Education programs in school are key –strong messages, take advantage of peer pressure
<p>General Disorder Issues</p> <ul style="list-style-type: none"> • Panhandling becoming increasingly more problematic 	<ul style="list-style-type: none"> • Consider leasing of sidewalks to make areas private property and give owners greater ability to move people along • More “eyes on the street”, perhaps private security (may not be sustainable in longer term) • Get stratas involved, educate neighbourhood

