

# The Municipal Alcohol Policy Guide

LEGAL OBLIGATIONS



DRAFT POLICY



COUNCIL SUPPORT

POLICY RATING



COMMUNITY INPUT

TOOLS

RESOURCES



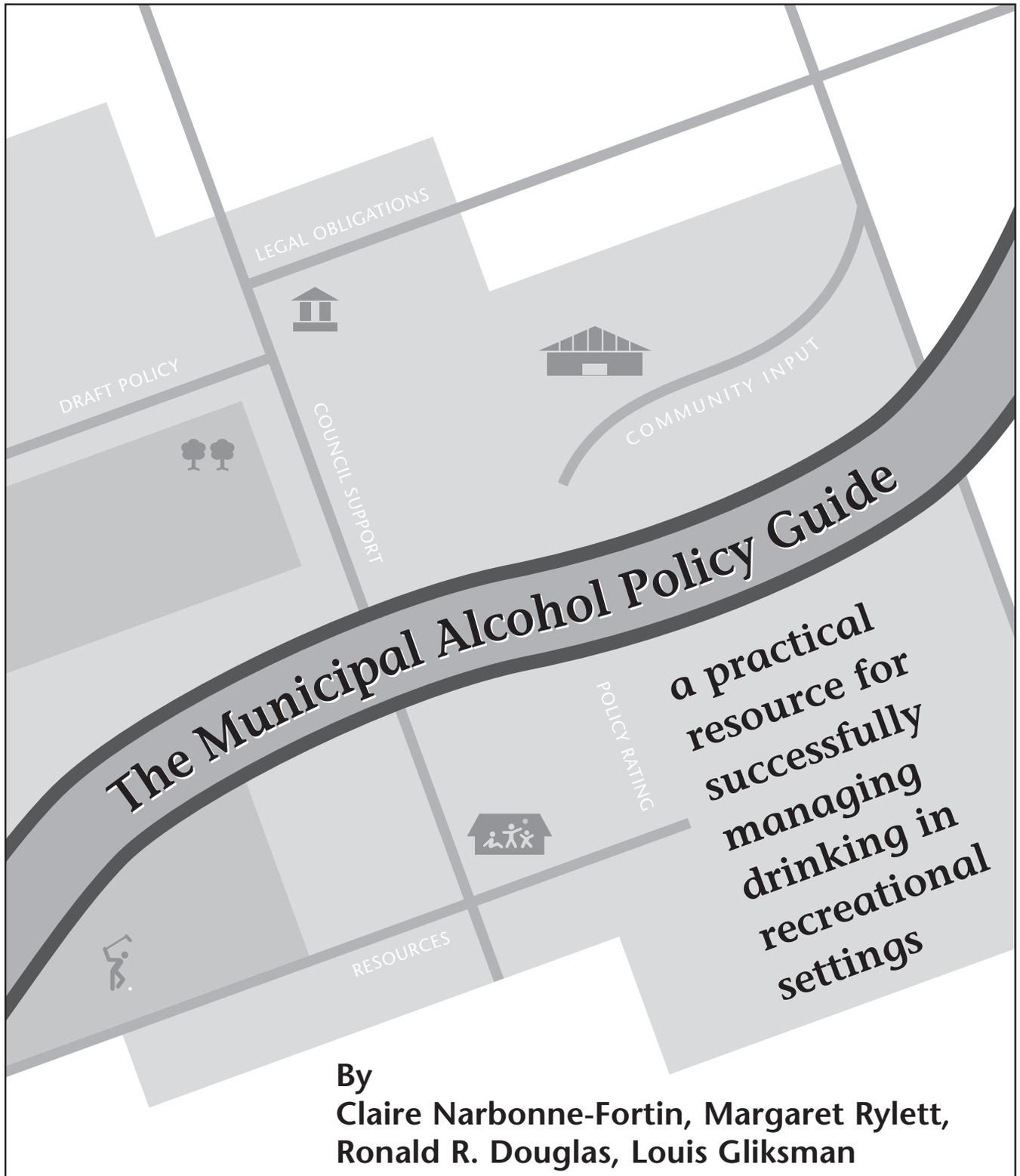
a practical resource for successfully managing drinking in recreational settings



Centre for Addiction and Mental Health  
Centre de toxicomanie et de santé mentale



ONTARIO RECREATION FACILITIES ASSOCIATION INC.



Centre  
for Addiction and  
Mental Health  
Centre de  
toxicomanie et  
de santé mentale

A Pan American Health Organization /  
World Health Organization  
Collaborating Centre



ONTARIO RECREATION  
FACILITIES ASSOCIATION INC.

## **The Municipal Alcohol Policy Guide**

a practical resource for successfully managing drinking in recreational settings

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# Acknowledgments

Many people and organizations have contributed to the formulation of community-based alcohol policies. Representatives from science and practice have collaborated with consumers to produce this innovative product to service communities while, at the same time, contributing new knowledge to the addictions and mental health field.

While it is impossible to name each person and organization involved in the nearly two-decade evolution of the Municipal Alcohol Policy (MAP) intervention, some deserve mention, for without their involvement this guide would likely not have been produced.

Within the Centre for Addiction and Mental Health, staff contributions helped create and sustain the intervention. Garth Toombs, a former Director of Community Programs in the late 1970s, supported the idea of community-based policy development in a time when most government funded agencies did not engage in social or political action. This brought about the first policy demonstration in the City of Thunder Bay. Glen Murray, a former Regional Director, not only encouraged MAP work among staff, but also participated as a collaborator in communicating its emerging successes. In the early 1990s, Bill Becks established MAP as a core community program activity; thus allocating resources that resulted in the development of MAPs in over 200 Ontario cities, towns and villages. This could not have occurred without the leadership of the Community Programs Regional Management Team and their field staff, who consulted to municipal staff, local politicians and community groups. René Lauzon is one of the field staff members who made a significant contribution. During this period, former vice-president Karen Goldenberg's championing of MAP did much to partner CAMH MAP activities with public health and police services, recreationists, provincial government ministries and community action groups (such as FOCUS coalitions dedicated to reducing alcohol-related problems). The funding provided through CAMH's Development and Dissemination Committee, along with support from Vice-President Peter Coleridge, have contributed significantly to transferring the lessons learned in the field into a resource that will make it easier for consumers to develop policies on their own.

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Professional and scholarly journals, not often thought of as active players in community change, created a record of achievements that were shared among politicians, recreationists and community volunteers to create an understanding on how to develop MAPs. Therefore, the MAP exposure provided by the publishers and managing editors of journals such as *Municipal World*, *Parks and Recreation Canada*, *Municipal Monitor*, *Facility FORUM*, and *Prevention File* is noted and appreciated. Likewise, scholars were introduced to MAP through peer reviewed publications, such as *Contemporary Drug Problems*, *Addictions*, *Drugs, Education, Prevention and Policy*, and collections of symposium papers. As a group, these editors deserve special recognition for taking the risk to publish a promising intervention, based on the description of good practice and consumer satisfaction reports before rigorous evaluation data had been presented. Their printing of the MAP stories helped sustain the policy research component. The press and electronic media made a significant contribution within localities by placing alcohol policy development on the community agenda for debate and action.

While MAP has been largely a community-based policy initiative in the Canadian province of Ontario, external and international practitioners and researchers have commented on the MAP policy strategies and findings. One group that has consistently provided a forum for presentation and discussion has been the Kettil Bruun Society's (KBS) international symposiums on community action research. Comments from the KBS membership and others, such as Robert Reynolds, Friedner Wittman, Harold Holder and Robin Room have certainly helped the project team to keep striving to maintain required project standards.

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Last, I would like to express my gratitude to the CAMH interdepartmental team which met the challenge of creating a new tool that should enable, even empower, users of this guide to proceed with a self-directed, cost-effective, community-based policy action. I acknowledge Claire Narbonne-Fortin, MAP Project Manager, and Margaret Rylett, MAP Project Evaluation Co-ordinator, for their leadership in transforming ideas into clear descriptions and practical instruments.

Thank you all!

Ron Douglas,  
Program Leader,  
Community-Based Prevention Programs  
October 2002

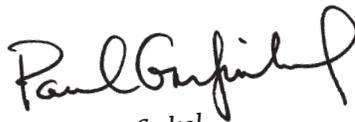
# Our Project Mandate

“To provide Ontario communities  
with research-based, cost-effective policy  
... models and tools.”

Many people enjoy alcohol during events sponsored by sports groups, service clubs and members of the community. Often, these events are held in municipally owned facilities. While such occasions are an important opportunity to socialize, celebrate and raise funds, they are nevertheless not without risk for alcohol-related problems. In an effort to reduce alcohol-related problems, many municipalities throughout Ontario have developed Municipal Alcohol Policies (MAPs) which clearly set out the municipality's expectations about how and where alcohol can be safely served.

Committed to improving the quality of life of Ontarians through community outreach, education and health promotion initiatives, the Centre for Addiction and Mental Health (CAMH) is a leader in the development of healthy public policies such as MAPs. CAMH's commitment to assist municipalities to develop alcohol policies dates to the late 1970s through the work of one of its founding parties, the Addiction Research Foundation, and later through provincial partnerships. The success of these initiatives was demonstrated in 1994 and 1996 when Ontario municipalities with MAPs were asked to provide information on perceived problems before and after adopting their policy. Responses indicated that there was a reduction in intoxication, underage drinking, fights, injuries, vandalism, alcohol use in illegal areas, police interventions, public complaints and littering.

In order to build on this success, CAMH is pleased to make *The Municipal Alcohol Policy Guide* available to municipalities in Ontario and elsewhere. This guide will assist municipalities to write their own MAP, whether they are developing a policy for the first time, reviewing and revising a policy, or consolidating two or more policies resulting from amalgamation.



Paul Garfinkel  
President and CEO  
Centre for Addiction and Mental Health

It is my distinct pleasure to endorse, on behalf of the Board of Directors of the Ontario Recreation Facilities Association Inc. (ORFA), *The Municipal Alcohol Policy Guide: A Practical Resource for Successfully Managing Drinking in Recreational Settings*. *The Municipal Alcohol Policy Guide* is a tool that no municipality or related organization should be without when carrying out their responsibility of effectively managing events where alcohol is served.

The ORFA is a not-for-profit organization with over 3,500 members representing municipalities, educational institutions, government agencies, First Nations, community recreation boards, private recreation facilities and business and industry. The ORFA provides a variety of services to its members, and the opportunity to partner with CAMH in the creation of *The Municipal Alcohol Policy Guide* has been a natural extension of our ongoing relationship. I would be remiss to not recognize the leadership of Claire Narbonne-Fortin and Ron Douglas who have assisted immensely in creating a resource that allows us to meet our organizational mission, which is to strategically provide leadership in the professional development, promotion, awareness and enhancement of recreation facilitation.

*John Milton, Executive Director  
Ontario Recreation Facilities Association Inc.*

The Canadian Recreation Facilities Council (CRFC) has unanimously supported the development of *The Municipal Alcohol Policy Guide* since its inception. During this time the CRFC has reviewed the content of *The MAP Guide* at different stages of its development. The members of the CRFC have committed to assisting in the dissemination of *The MAP Guide* throughout Canada.

The CRFC on behalf of its membership is pleased to be able to endorse *The MAP Guide* and congratulate the Centre for Addiction and Mental Health for having produced this valuable self-directed guide for municipalities.

Randy Kinnee  
Chairperson  
Canadian Recreation Facilities Council

*The Municipal Alcohol Policy Guide* is an exceptional publication. The content is outstanding — including policy suggestions that are new to me even after 30 years in the field! The presentation is well-written and clear for lay citizens. As a former local community official, I would have been hard pressed to refuse a request from any community group that was this well considered, developed and documented. Importantly, the tone should satisfy the range of community partners and stakeholders taking part in the policy development process.

*The Municipal Alcohol Policy Guide* is a major contribution to our field.

Robert I. Reynolds, Director  
Center for Policy Analysis and Training  
Pacific Institute for Research and Evaluation  
Calverton, Maryland, USA

---

## Introduction

# About This Guide

Each section of the Guide is designed to address your particular needs, whether you want to:

- develop a Municipal Alcohol Policy (MAP) for the first time to establish local rules and regulations so you can legally operate events needing Special Occasion Permits
- review and revise an existing MAP where an annual or periodic review of the MAP is indicated
- consolidate two or more MAPs because of a political merger or for those wishing to partner with other municipalities to develop a common MAP.



**It does not take an expert in policy development to create the right MAP for your community. What is most important is that you get to know this guide and invite others in your community to take part in the development of your MAP.**

This guide will help you progress through the policy development steps.

The MAP guide is based on the Liquor Licence Act of Ontario for information about regulatory matters and legal issues. However, a review of provincial and territorial liquor licence acts shows they do support developing a municipal alcohol policy. For example, although the wording may differ, throughout Canada there is an intent to prevent serving to intoxication or serving the intoxicated. All 10 provinces and territories have a “Special Event” permit issued for one-time-only events, although they may call them different names. Most give special event sponsors the power to deny entry to participants who may cause trouble and to remove those who may be getting intoxicated.

# How to Use This Guide

The table of contents will give you an outline of the content of each section. Headings and tab pages will guide you to the sections you need.

Each section contains a checklist to help you track your progress and gather the tools and resources you need.

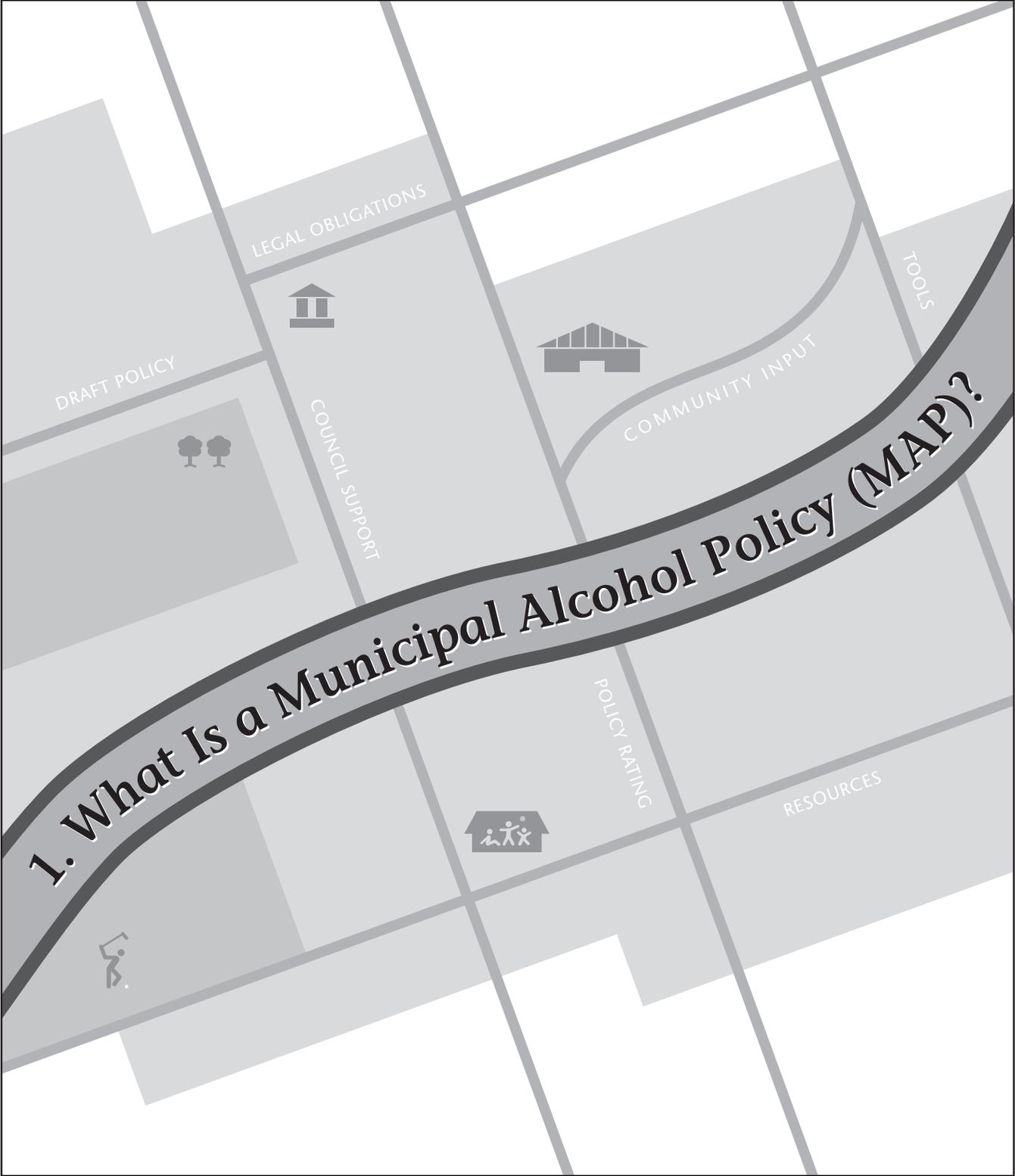
The Toolkit and Resources sections will help you develop your MAP. You may need to order some materials before the first meeting (e.g., copies of your Liquor Licence Act).



**Take the time to get to know the MAP Guide. By doing so, you will be able to plan ahead and gather the information and materials needed for developing the policy.**

**If you live outside Canada or the United States, you should contact your local government representative to get the information you need.**

**If you live in Canada or the United States, you will find the contact information you need to obtain your liquor licence regulations in the Resources section.**



# 1. What Is a Municipal Alcohol Policy (MAP)?

People drink alcohol during their leisure activities. Often these activities are held in municipally owned facilities and are run by municipalities, sporting groups, service clubs and individual citizens for socializing, celebrating and fundraising purposes. In Canada, serving liquor at these one-time events is licensed through special event permits, known in Ontario as “Special Occasion Permits” (SOPs).

Recreation, health, social and public order professionals have noted alcohol-related problems at these events. Many of these problems are the result of the poor management at events by untrained volunteers, community user groups, and/or municipal staff.

By developing a Municipal Alcohol Policy (MAP) through a community-involved policy formulation process, communities can manage alcohol use better in their indoor and outdoor municipal facilities. By including a requirement to train servers, event workers will acquire the skills and knowledge necessary to better implement management practices contained in a MAP and thus reduce alcohol-related harm at these occasional events.



**A Municipal Alcohol Policy (MAP) is supported by a municipal bylaw and follows provincial, territorial or state liquor licence regulations that manage the sale and service of alcohol at events in designated municipally owned settings.**

## Overview

The following is an overview of this section about a Municipal Alcohol Policy.

- A. What a MAP does***
- B. What makes an effective MAP?***
- C. The six keys to a Blue Ribbon MAP***
- D. Evidence that MAPs are effective***
- E. Who initiates the MAP process?***

## What a MAP Does

A MAP establishes rules and regulations, standards, and requirements for the legal operation of events held in municipally owned facilities where alcohol will be served and in a manner consistent with the liquor licence regulations of your province, territory or state. It helps renters run safer events where adults can still have fun, raise money and drink alcohol. It also tells the public about their responsibilities and potential liability when hosting events where alcohol is available.

Finally, a MAP can show council, municipal staff and user groups how to manage alcohol so people can enjoy themselves while reducing the number and the severity of problems such as:

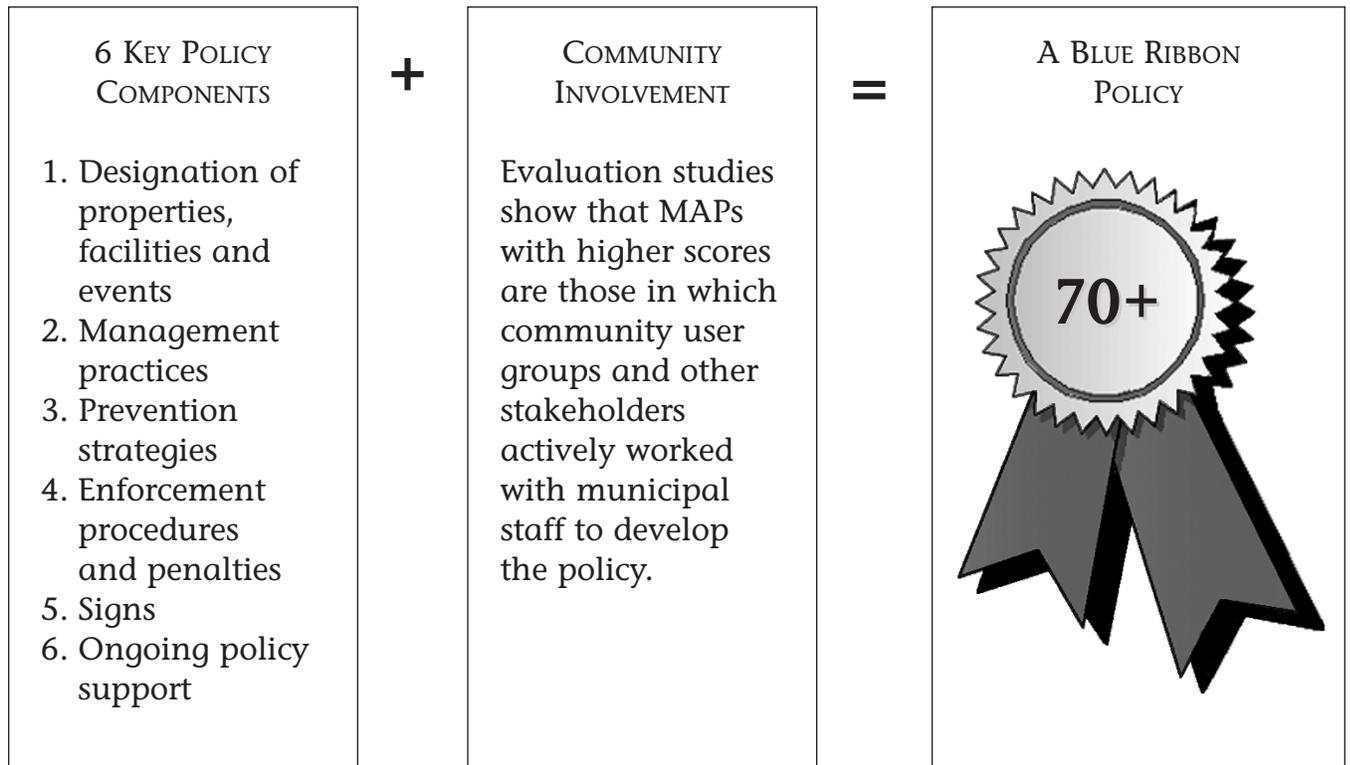
- public intoxication
- drinking in unlicensed areas
- impaired driving
- underage drinking
- vandalism
- assaults
- injury or death.

This minimizes the potential for:

- lawsuits (municipalities and users of their facilities can be held jointly and individually liable)
- convictions and fines
- repairs and maintenance due to vandalism
- loss of liquor licence privileges
- loss of rental revenues
- negative community reputation
- increased insurance premiums
- loss of insurance coverage
- increasing taxes, which are necessary to pay for damages.

## What Makes a MAP Effective?

Higher scoring MAPs include:



A policy that achieves 70 or more points out of 100 and includes each of the six components described above is an effective MAP.

*The criteria for determining a Blue Ribbon Policy can be found in the Toolkit, p. 197.*



**Participating municipalities have reported that policies containing the six key components and whose development involved community members were effective in reducing problems and in maintaining these changes. These policies are known as “Blue Ribbon MAPs.”**

## The Six Keys to a Blue Ribbon MAP

### 1. DESIGNATION OF PROPERTIES/FACILITIES AND EVENTS... TO CLEARLY STATE WHERE ALCOHOL MAY OR MAY NOT BE USED



This section of the policy clearly states which municipally owned/operated properties are eligible for alcohol use; for example, a hall in a community centre or an arena. In Ontario, municipalities may also identify where alcohol use is not allowed in its municipally owned facilities and properties. This typically includes beaches, marinas, outdoor areas, parks, parking lots, arena dressing rooms, bleachers, and sports fields.

Similarly, specific events in the province of Ontario may be designated as eligible for alcohol use while others may be listed as not being eligible. For example, community events involving children and adults, such as a minor sports banquet, could be prohibited from serving alcohol.



**Another type of alcohol use to consider in this section of the policy is “private place” drinking. In Ontario, a private place is an indoor area usually not open to the public; for example, a residence or a private office. One example would be a wine and cheese party held for municipal employees only. A MAP can list and describe areas appropriate for private place events held in municipal facilities.**

### 2. MANAGEMENT PRACTICES... TO HELP CONTROL HOW ALCOHOL IS USED



The Occupiers’ Liability Act of Ontario clearly states that the sponsor of an event has a “duty to control,” that is, to protect participants from foreseeable harm to themselves or others. A MAP clearly defines the key management practices to be used before, during and after events where alcohol is provided.

### 3. PREVENTION STRATEGIES... TO REDUCE HARM



The goal of the key prevention strategies is to keep people from becoming intoxicated and preventing alcohol-related harm. The Liquor Licence Act of Ontario and most liquor licensing authorities in Canada require that people not be served alcohol if they are intoxicated or near the point of intoxication. Thus not only are those taking part in the event kept safer but so are those who come into contact with them.

4. ENFORCEMENT PROCEDURES AND PENALTIES...  
WHEN RENTAL GROUPS WON'T PLAY BY THE RULES



Despite the best efforts of the municipality to inform user groups of the policy and the required management practices, some groups may not respect the policy and may let their guests overdrink. When this occurs, the policy clearly states who is to take action, what the initial action will be, and what the consequences to policy violators will be.

5. SIGNS...  
TO PROVIDE AUTHORITY AND INFORMATION



A very good way to inform people about the policy and its various components is to post signs that are easy to see. The signs should include information about:

- the laws pertaining to intoxication
- acceptable forms of age identification
- who to call to make a complaint
- police roadside spot checks
- safe transportation options (e.g., designated driver programs, alternative transportation)
- areas where alcohol is not allowed.

6. ONGOING SUPPORT...  
FROM POLICY TO ACTION



This section contains the plan for carrying out and supporting the MAP and includes:

Policy implementation:

- staff orientation and training
- determining event staff roles and responsibilities
- providing alcohol service training
- developing promotional materials
- introducing the policy to the community through an information campaign
- producing and placing signs
- implementing administrative practices, and
- orienting council members.

Policy monitoring and annual review.



**“Simply having a... policy that is not enforced is not going to do you any good. It’s only by the changing of practices that you actually protect yourself from liability.”**

***Professor Robert Solomon,  
Faculty of Law,  
University of Western Ontario***

## Evidence That MAPs Are Effective

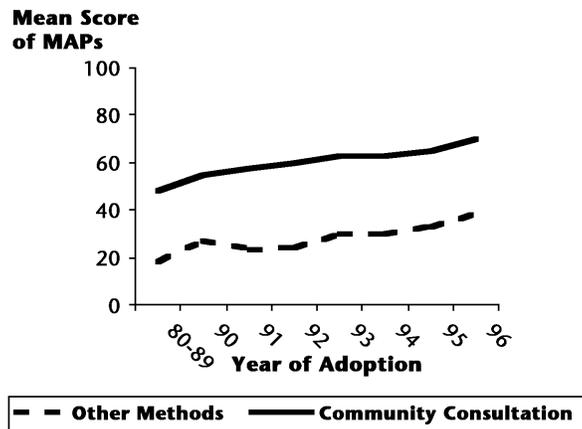
Based on a review of Municipal Alcohol Policies that were submitted to the Centre for Addiction and Mental Health between 1994 and 1996, a Quality Measure Form (QMF) was developed to find out how effective these policies were. Items that were frequently included in the policies were grouped into six key policy components. Then the policies were scored out of 100 points based on the number of policy regulations chosen within each component. Scores were then compared to the policy development process used and the problems reported.

1. As seen in the graph, MAPs that involved community consultation achieved higher scores. Over time, the average score of these MAPs increased from 48 to 70. Two-thirds of municipalities chose to develop policies this way.

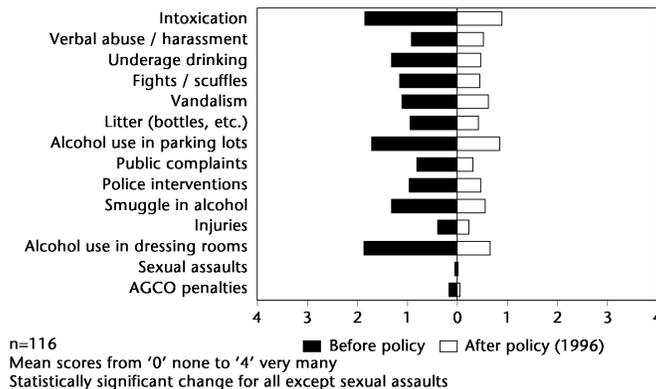
2. These MAPs (70 points or more) produced and, over time, sustained problem reduction. These 70+ policies are considered to be “Blue Ribbon” MAPs. To be effective at problem reduction, you need a Blue Ribbon MAP.

3. During 1994 and 1996 surveys of Ontario municipalities with MAPs, respondents were asked what specific problems they had experienced at events held in municipal facilities and how

**Community Consultation Produced Higher Scoring MAPs**



**Ontario Municipalities with MAPs  
Change in Specific Problems**

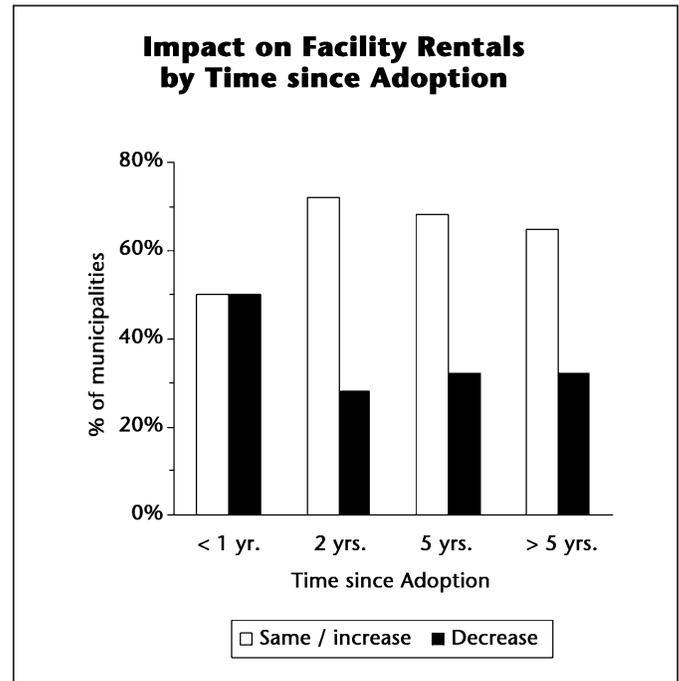


often each problem had occurred. More than 100 municipalities, regardless of their policy score, provided information on perceived problems before and after the MAP was adopted.

As seen in the graph, there were perceived reductions in 13 alcohol-related problems. The greatest reductions were in occurrences of intoxication, alcohol use in dressing rooms, and alcohol use in parking areas.

4. During the 1996 survey of municipalities, respondents were asked if rentals and rental income had changed since the MAP was implemented. Of the 128 municipalities that responded, two-thirds reported no loss of rentals. Rentals were sustained over time. Anecdotal reports stated that any loss of income was offset by less vandalism and fewer repair costs.

5. The good news is that having a MAP, even one scoring less than 70, is better than not having one at all. The process of policy development is evolutionary. The first Ontario MAPs, developed in the 1980s, scored less than 70. Over time, as earlier MAPs were reviewed and revised, scores tended to increase. The goal is to have a Blue Ribbon Policy — if at first you score below 70 — try again!



6. To help you achieve a Blue Ribbon Policy, a sample Blue Ribbon MAP has been included at the end of this section. The “Sampleville MAP” not only covers each of the six key policy components discussed above, but it also includes the kinds of policy statements you would ideally find in a Blue Ribbon MAP. While you will need to write your MAP in light of your own community’s needs, the Sampleville MAP is offered as an example of an actual MAP format that you can use as a model for your own policy.

## Who Initiates the MAP Process?

You need people who are willing to be MAP Champions!

MAP Champions will take the lead and:

1. introduce the MAP concept to key community stakeholders such as public health officials, police services, service clubs, municipal officials, facility user groups and interested citizens

2. introduce the MAP concept to municipal council, provide evidence of the effectiveness of a MAP and show how the community supports the development of a MAP
3. request a formal resolution from municipal council to proceed with the development, and
4. recruit enthusiastic and committed policy development team members from a representative cross-section of the community.

A series of MAP presentation overheads for use when introducing the MAP concept to key community stakeholders, municipal council and for recruiting team members can be found in the Toolkit, p. 166.

The Toolkit also includes a MAP information sheet that can be photocopied (double-sided) and distributed to interested persons. You may adapt this pamphlet for your use by adding your own logo.

These materials are available on the CD.

*See the Toolkit for overheads and Sample Policy Pamphlet. See the CD-ROM for PDF versions of the overheads and pamphlet.*



## 2. What Does a Blue Ribbon MAP Look Like?

### The Sampleville Blue Ribbon Municipal Alcohol Policy

This section contains the kind of information you will find in a Blue Ribbon MAP in Ontario, Canada. It is offered as an example of an actual MAP format, although you may choose to write your policy differently.

The important thing to remember is that in order to have a Blue Ribbon MAP each of **the six key components** need to be addressed.

Many municipalities prefer to include the rationale statements along with each regulation so that council members and community groups will understand the reason for each regulation.

*Note: Although we have not included each rationale statement in the Sampleville MAP, examples can be found in the Workbook, p. 99.*

*This section is available on the enclosed CD.*

A municipality that wishes to avoid alcohol problems should not simply copy this sample policy but should engage itself in a policy development process that will reflect the best interests of its community. In doing so, it can realize both the needs of the community and the requirements of provincial, territorial and state liquor licensing authorities.

## A Demonstration Municipal Alcohol Policy

# Municipality of Sampleville



## Blue Ribbon Municipal Alcohol Policy

This policy complies with the Ontario Liquor Licence Act. This policy also helps the municipality to achieve its goal of making Sampleville a safer, healthier and more enjoyable community for its citizens and visitors.

*This section acknowledges the members of the policy development team and submits the policy for council consideration.*

The following individuals contributed to the development of this Municipal Alcohol Policy:

John Anderson, Sampleville Police Service  
Fern Black, Citizen-at-large  
Anita DaSilva, Sampleville Figure Skating Club  
Alphonse Frappier, Councillor  
Sam George, Citizen-at-large  
Sandra Herbert, Arena Manager  
Kathy Hobbes, Sampleville Broom Ball Club  
Alice Hopkins, Sampleville Municipal Clerk-Treasurer  
Gary Kestler, Arena Board  
Russ Martin, Royal Canadian Legion  
Susan Raymond, Junior Gliders Speed Skating Club  
Herbert Rogers, Rainbow Curling Club  
Elmer Schwartz, Old Timer Slo-Pitch Club  
Ed Silverman, Sampleville Seniors Club  
Frank Smith, Sampleville Service Club

This Municipal Alcohol Policy was designed to meet the needs of the Municipality of Sampleville.

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Chair

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Date



**Along with reviewing MAPs from other communities, a municipality wishing to avoid alcohol problems should engage itself in a policy development process that will reflect the unique situations and needs of its community.**

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*This section addresses the community's overall goal of operating safer events when alcohol is sold or served and outlines the specific steps that need to be taken in order to achieve the goal.*

## **Goal of the Municipal Alcohol Policy**

The Municipality of Sampleville wishes:

1. to ensure there are effective management practices at social events held in municipally owned facilities where alcohol use is permitted
2. to reduce alcohol-related problems at these social events
3. to protect the municipality, its staff, community organizations, volunteers and participants from contributing to a problem which could result in a lawsuit.

## **Policy Objectives**

1. to provide operational procedures for those holding events in municipally owned facilities where alcohol use is permitted
2. to comply with the provincial Liquor Licence Act
3. to ensure that events where alcohol use is permitted are properly supervised and operated
4. to support the decision of abstainers not to drink alcohol
5. to encourage and support the responsible use of alcohol as part of a social function rather than the reason for it
6. to provide a balance of "wet" and "dry" facilities and events to ensure that all community members have access to safe and enjoyable recreation activities
7. to equip staff and volunteers with the skills they need to manage events and enforce the policy by offering server training and policy orientation.

*This section presents a short history of the community. Municipalities have said that it is important to tell newer residents and visitors about the community.*

### History

Sampleville is a community of 54,000 with a long history which has thrived since its beginnings as a trading post community. Today, it serves neighbouring communities while offering its residents high-quality health and educational services.

Major employers include: Mapleridge College; the Ministry of Natural Resources; the Hydro Energy Area Office; the Rainbow Valley School Board; the Sampleville Police Service; and the Sampleville Municipal Offices. A full range of business services and facilities are available through the membership of the Sampleville and District Chamber of Commerce, which has over 500 active members.

Because it is in the centre of the province, Sampleville attracts tourists on their way to or from various destinations as well as sports enthusiasts participating in regional and provincial events. The tourism industry is well supported by public and private infrastructure, including the Sampleville Museum, Sampleville Golf Club, Sampleville Marine Park, many beaches and neighbourhood parks and numerous motels, hotels, campgrounds, resorts and cottage operations.

As a result of ongoing problems such as vandalism, fights and impaired driving related to events held in municipal recreation facilities, a number of staff and user group representatives attended a Municipal Alcohol Policy development seminar and a server training program. They then developed a MAP to better manage licensed events in Sampleville.

*This section describes the events and steps leading to the decision to develop a MAP.*

## Background

On January 17, 2002, the Sampleville Recreation Committee presented information on Municipal Alcohol Policy to the Sampleville Municipal Council and interested members of the general public. This resulted in a resolution from Municipal Council asking that an ad hoc committee of council be formed to draft a Municipal Alcohol Policy.

A committee of 15 people, representing a cross-section of the Municipality of Sampleville, was established, with Pat Herbert serving as committee chairperson.

The Alcohol Policy Committee met on seven separate occasions in order to implement the following terms of reference:

1. to gather and review the available information on the use of alcohol relating to Sampleville and area
2. to review the literature on drinking practices and how they affect the management of alcohol in recreation facilities
3. to collect and review MAPs from other communities
4. to be familiar with provincial liquor laws
5. to identify facilities, parks and events that will be covered by the policy
6. to examine alcohol events held in the past five years to identify management practices that were associated with alcohol related problems or that were problem-free
7. to gather the views of community stakeholders and citizens about the use and non-use of alcohol in municipally owned facilities and programs
8. to obtain comments and suggestions from staff and volunteers on what can be done to more effectively manage alcohol in municipal facilities and programs to reduce alcohol-related problems.

*This section designates facilities and areas that are eligible for alcohol use.*

## **Facilities Eligible for Alcohol Use Events**

1. the Sampleville Community Centre hall
2. the community centre multipurpose room, for hospitality no-sale functions with council approval only
3. the ice surface of the arena *during the summer only, when there is no ice*
4. the Marine Park Boaters' Lounge
5. the Sampleville Municipal Golf Course Clubhouse
6. the Sampleville Municipal Library, for hospitality no-sale functions with council approval only.

*This section describes facilities and areas that are NOT eligible for alcohol use.*

## Facilities and Outdoor Areas Not Eligible for Alcohol Use

### ***Marine Park Facilities***

- A. patio deck
- B. waterfront patio
- C. boardwalk
- D. docks
- E. volleyball and horseshoe areas
- F. municipally-owned green spaces and waterfront areas
- G. Marine Park downstairs meeting room

### ***Community Centre/Arena Facilities***

- H. entrance lobby
- I. bleachers
- J. dressing rooms
- K. multi-purpose room

### ***Golf Course***

- L. golf course—greens, fairways and other areas not specifically designated as eligible for alcohol service



**Note: Although the Liquor Licence Act of Ontario permits alcohol service on the fairway greens, Sampleville has chosen to keep its outdoor recreational areas alcohol-free.**

### ***Parks***

- M. all municipally owned parks, beaches and green spaces not specifically designated as eligible for alcohol use

### ***Other Areas***

- N. all other municipally-owned facilities and buildings not specifically designated as eligible for alcohol use
- O. street parties

*This section describes events that are NOT eligible for alcohol use.*

## **Events Not Eligible for Alcohol Use**

1. Outdoor events
2. "Family Day" events
3. All youth events and all minor sports events, including banquets, are designated as events not suitable for alcohol use. Associated adult evening social events commencing after 8:30 p.m. will be allowed, however, minors will not be allowed into these licensed events.

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*This section addresses management practices to help control how alcohol is used.*

## **Management Practices: Before the Event**

### ***A. Event Sponsor/Permit Holder Responsibilities***

1. The event sponsor must get the appropriate Special Occasion Permit from the Alcohol and Gaming Commission of Ontario (AGCO) and must show proof of this to the municipal representative at least five (5) days before the event.
2. Renters must show a municipal representative that they understand the policy and their obligations and that they intend to comply with its regulations by signing the rental agreement. Failure to do so will result in the application being denied, even if a Special Occasion Permit has been obtained from the AGCO.
3. The permit holder must provide proof of liability insurance (\$1 million minimum) to the municipal representative at least 14 days before the event.
4. The permit holder must provide a list of event workers, who have attended an approved server training course, to the municipal representative at least two weeks before the event. This applies whether alcohol will be sold or provided at no charge.
5. Before the event begins, the permit holder and recreation staff must ensure the physical setting is safe for drinkers and non-drinkers.
6. The permit holder must agree to attend the event and be responsible for making decisions about the operation of the event based on the Municipal Alcohol Policy and the Liquor Licence Act of Ontario.
7. The permit holder must give the municipal representative a copy of the alcohol purchase receipt demonstrating the purchase of the required minimum percentage of low-alcohol beverages.
8. The municipality reserves the right to require the presence of at least two (2) police officers or security personnel, paid for by the sponsoring group or individual (i.e., the Permit Holder).

### ***B. Event Management Practices***

1. At least one municipal representative with authority to demand correction of policy infractions or to shut down an event on behalf of the municipality must attend all events where alcohol is provided.
2. All event staff (bartenders, servers, door/floor monitors, ticket sellers) must be server-trained, even if alcohol is free of charge.
3. The MAP's specified ratio of event workers to participants must be adhered to.
4. The entrance must be monitored by two server-trained people of legal drinking age or older.
5. To help control the event, floor supervisors must monitor the activity area and all exits and be available to ticket sellers if they need help to manage a person who is refused a sale.
6. A minimum of two server-trained people must be designated to sell tickets.
7. Patrons must purchase drink tickets from a designated ticket seller to a maximum of four (4) tickets or drinks per purchase per person.
8. The permit holder is responsible for the event and therefore must not drink alcohol while the event is in progress.
9. The permit holder must attend the event and be responsible for making decisions about the operation of the event based on the Municipal Alcohol Policy and the Liquor Licence Act of Ontario.
10. The permit holder and event staff must intervene if patrons begin to engage in risky or inappropriate activities that could harm themselves or others.
11. The permit holder, event staff or municipal representative must notify the police if they observe signs that a situation is getting out of control.
12. All event workers must be sober and drink no alcohol while the event is in progress. (Workers may only drink alcohol if they have completed their shift and their work responsibilities have ended for the entire event.)
13. All event workers must wear highly visible identification approved by the municipality.

14. Persons under the legal drinking age shall not be admitted to social events where alcohol is sold or served except in the case of a family occasion, such as a wedding or an anniversary. Government-issued photo ID is required (e.g., driver's licence, passport, etc.).
15. A coat check system must be in place.
16. Event staff are to check the identification of all participants at masquerade events.
17. Where municipal facilities are leased to an external management group, this group's employees must have received server training.
18. There must be no "last call." When entertainers/DJs arrive, they must be informed that there is to be no "last call."
19. All entertainment must be completed by 1:15 a.m.
20. Facilities must be vacated by 1:45 a.m. (Liquor Licence Act of Ontario).
21. The permit holder must complete an event summary report form for each event at the end of the event and return it to the designated municipal representative the next working day after the event.

## Volunteer Job Descriptions and Responsibilities

**Permit Holder:** Signs the alcohol permit, is the general manager of the event and assumes responsibility and liability for the operation of the event.

**Event Sponsor:** She or he must attend the event, ensure that adequate server-trained staff are available, co-ordinate and help staff, ask for help from security if necessary.

**Bartenders:** Accept tickets for the purchase of alcohol drinks, serve drinks, monitor for intoxication, refuse service when patron appears to be intoxicated or near intoxication and offer no-alcohol substitute.

**Floor Supervisor/Monitor:** Chats with participants, monitors patron behaviour, monitors for intoxication, responds to problems and complaints, refuses service, removes intoxicated persons, suggests safe transportation alternatives.

**Door Supervisor/Monitor:** Checks identification and for signs of intoxication, keeps out intoxicated and troublesome individuals, monitors for those showing signs of intoxication when leaving the event, recommends safe transportation options, and arranges for coat checking.

**Ticket Seller:** Sells alcohol tickets to a maximum of 4 per person per purchase, monitors for intoxication, refuses sale to patrons at or near intoxication, refunds tickets on request.

**Special Security:** Patrols the room, scans for potential trouble, notifies event staff and permit holder of potential incidents, helps event staff in handling disturbances.



**Event staff work as a team. This provides support for all team members and ensures that any potential problems are quickly identified and dealt with.**

### *Required Ratio of Event Workers*

NUMBER OF PARTICIPANTS	BARTENDERS	FLOOR SUPERVISORS	DOOR SUPERVISORS	TICKET SELLERS
Under 25	1	0	1	0
25 to 50	1	1	1	1
51 to 100	2	2	2	2
101 to 200	2	3	3	2
201 to 300	3	3	3	3
301 to 400	3	3	4	3
401 to 500	4	4	4	5
501 to 750	6	6	6	6
751 to 1300	8	8	8	8



**The role of event workers is not only determined by the number of participants but by the design and location of the facility, e.g., walls restricting clear view of participants, stairs, door access and exits, washroom accessibility, proper lighting, room capacity and fire regulations.**

*This section describes prevention practices to prevent harm.*

## Prevention Strategies

### *Safe Transportation Options*

Before being granted municipal facility rental privileges for licensed functions, permit holders shall be required to show that a safe transportation strategy will be implemented, which will include the following:

#### SOBER DRIVER SPOT CHECK AWARENESS

Post wall and/or table signs and/or print messages on paper/plastic serving cups that:

- encourage and thank participants for not driving after drinking and
- remind them that the police may have roadside spot checks in place (refer to policy section on required signs for wording).

#### DESIGNATED DRIVER

- designated driver program to be advertised at event and
- identified designated drivers (wearing button or other means of identification) receive free no-alcohol drinks (such as coffee, pop, juice)

#### ALTERNATIVE TRANSPORTATION OPTIONS

- have sponsor drive intoxicated participant home and/or
- call a friend, relative, or taxi to help intoxicated driver and/or
- if necessary, warn impaired driver and call police

### *Providing Food and No-Alcohol Drinks*

- Food must be provided beginning no later than 8:00 p.m. and must not be removed until the bar closes.
- Chips, peanuts and other snacks do not qualify as food. At the very least, food consists of sandwiches, cheese, and vegetables with dip.
- Event workers are to encourage patrons to consume food, no-alcohol and low alcohol beverages.
- No-alcohol drinks must be available at no charge or at a cost much lower than that of drinks containing alcohol.
- Where wine is provided with a meal, a no-alcohol substitute, such as ginger ale or sparkling fruit juice, must be provided to ensure that children and abstainers are included in toasting the celebrants.

### ***Provision of Low-Alcohol Content Drinks***

To be eligible to rent a municipal facility, the sponsor must show to the satisfaction of the municipal representative that at least 35% of the available alcohol consists of low-alcohol beverages (e.g., 4% and 2.5% beer).

### ***Redeeming Unused Tickets***

Unused tickets will be redeemed for cash on demand until closing time, up to a maximum of four (4) tickets per person.

### ***Safe Beverage Containers***

Keep all bottles within the bar area; serve all drinks in disposable paper or plastic containers.

### ***No Extra-Strength Drinks***

To be eligible to rent a municipal facility, the sponsor must agree that no extra-strength alcohol content drinks will be provided. Beer and coolers are not to exceed 5% alcohol content (the standard drink measure). Fortified wines are not permitted.

### ***No Excessive Drinking Activities***

Practices that encourage increased consumption (i.e., oversized drinks, double shots, pitchers of beer, drinking contests, or volume discounts) are not permitted.

### ***Alcohol Advertising***

In all municipal facilities where children and youth are allowed entry, advertising and posters that promote alcohol products or brand names are prohibited.

### ***Municipal Endorsement of Commercial Liquor Licence Applications***

When asked to endorse a liquor licence application submitted to the Alcohol and Gaming Commission of Ontario, the council shall only recommend approval if the applicant (restaurant, lodge, store, etc.) develops an operating policy similar to that of the municipality and provides server training to all staff.

*This section describes the actions to be taken when permit holders won't play by the rules.*

## **Enforcement Procedures and Penalties**

Permit holders and rental groups who fail to comply with the Sampleville Municipal Alcohol Policy shall be subject to the following consequences:

### ***Immediate Procedures***

1. The event workers must report any infraction of this policy to the designated municipal staff as soon as possible within 24 hours of the occurrence, or by the start of the next working day, and complete an incident report form.
2. The event staff must report any infraction of this policy to police whenever they believe such action is needed.
3. When the permit holder, despite requests, does not correct MAP infractions, the designated municipal representative must close down the event.
4. When participants are found to be drinking alcohol in restricted areas such as changing rooms, the municipal representative will intervene and request that the illegal drinking cease. If the illegal drinking continues, police must be called.

### ***Short-term Procedures***

1. All reported infractions will be reviewed at the next recreation committee meeting.
2. The recreation director or designated municipal representative will send a registered letter describing the problem to the permit holder, informing the group that their rental privileges for the next scheduled rental or event have been revoked.
3. The group/team's rental privileges for the next scheduled rental or event (alcohol or no alcohol) will be revoked.
4. Future rental privileges to penalized groups will depend on their convincing the municipal staff and/or council's designate that they will follow all policy regulations at future functions.

### ***Long-term Penalties***

1. When a permit holder contravenes the MAP a second time following a warning, the permit holder and sponsoring group will not be allowed to rent municipally owned facilities *for a minimum period of one year*.
2. Should a permit holder, team or group contravene the municipality's MAP a second time, they will be *permanently barred* from renting municipally owned facilities unless the decision is overturned through appeal to council.
3. Event workers who contravene the municipality's MAP will be removed from the server-trained workers' list for a period of one year.
4. Event workers who contravene the MAP for a second time will be removed from the server-trained workers' list for a period of one year and will have to get further server training.
5. Should an event worker contravene the MAP a third time, she or he will be permanently barred from working at events held in Sampleville.

Penalties may be appealed to the recreation committee and/or municipal council.

*This section describes the signs that must be posted to provide support for event workers and information for event participants.*

## Signs

The following signs shall be prominently and permanently displayed in designated facilities, in sizes suitable to the facility and space to be used.

### ***Statement on Intoxication***

The following statement will appear on a wall sign placed in the bar areas and at the entrance.

Sampleville strives to provide recreation facilities for all members of the community to enjoy. We honour the rights of everyone, including those who choose to abstain, and welcome their participation in our social events.

Servers are required by law not to serve anyone who is or appears to be intoxicated or to serve anyone to the point of intoxication.

Low-alcohol beverages, coffee, soft drinks, and food items are available.

### ***Sober Driver Spot Check***

A wall sign is to be located at the main exits.

The Sampleville Police thank you for helping to reduce impaired driving everywhere in Sampleville. We look forward to personally thanking you at one of our roadside spot checks for leaving this event as a **Sober Driver**.

### ***Accountability***

The sponsor will post a sign at main exits and in bar areas stating the name of the sponsor, the event licence holder, and the address and telephone number of the Ontario Provincial Police. A blank sign format shall be provided to the sponsor by the municipality.

**Municipality of Sampleville Special Event**

Name of Permit holder and rental group : \_\_\_\_\_

Ontario Provincial Police: 1-800-555-5555

Sampleville Police: 777-1010

Sampleville Municipal Offices: 777-5555

Alcohol and Gaming Commission of Ontario : 1-800-522-2876

***No “Last Call”***

A sign will be located at the entrance to the halls in facilities designated as eligible for a Special Occasion Permit, indicating that there will be no last call before the closing of the bar.

There will be no “LAST CALL.”

***Alcohol-free Areas***

Problem areas in municipal facilities and parks, except those designated as eligible for licensed alcohol events, will be clearly posted.

Alcohol is not permitted in this area.

***Alcohol Ticket Sales***

A sign must be posted at the alcohol ticket sales table outlining the regulations.

ALCOHOL TICKET SALES

No more than four (4) tickets per person may be sold at a time.

### ***Proof of Age***

Signs must be posted near entrances and in bar areas designated as eligible for alcohol use which read:

You must be 19 years or older to consume alcohol at a Special Occasion Permit event. The only acceptable proof of age is government-issued photo identification.

### ***Fetal Alcohol Syndrome***

The following sign is to be displayed in all areas where alcohol is served in order to inform participants about the risks of fetal alcohol syndrome.

Fetal Alcohol Syndrome and Fetal Alcohol Effect can be prevented. Give your child a good start. If you are pregnant or breastfeeding, please do not drink alcohol.



**This sign shows how a MAP can address a community concern by posting a unique sign.**

### ***Designated Drivers***

A sign must be posted in all facilities designated as eligible for alcohol licensed events thanking designated drivers for their contribution to the health and safety of their friends and the community at large.

We appreciate our Designated Drivers and thank them for their contribution to the health and safety of their friends and the community. In recognition of your contribution, we are pleased to offer you free coffee and soft drinks.

*The following sections provide information regarding the implementation and the “care and maintenance” of the MAP.*

## **Policy Support**

### ***Implementation Plan***

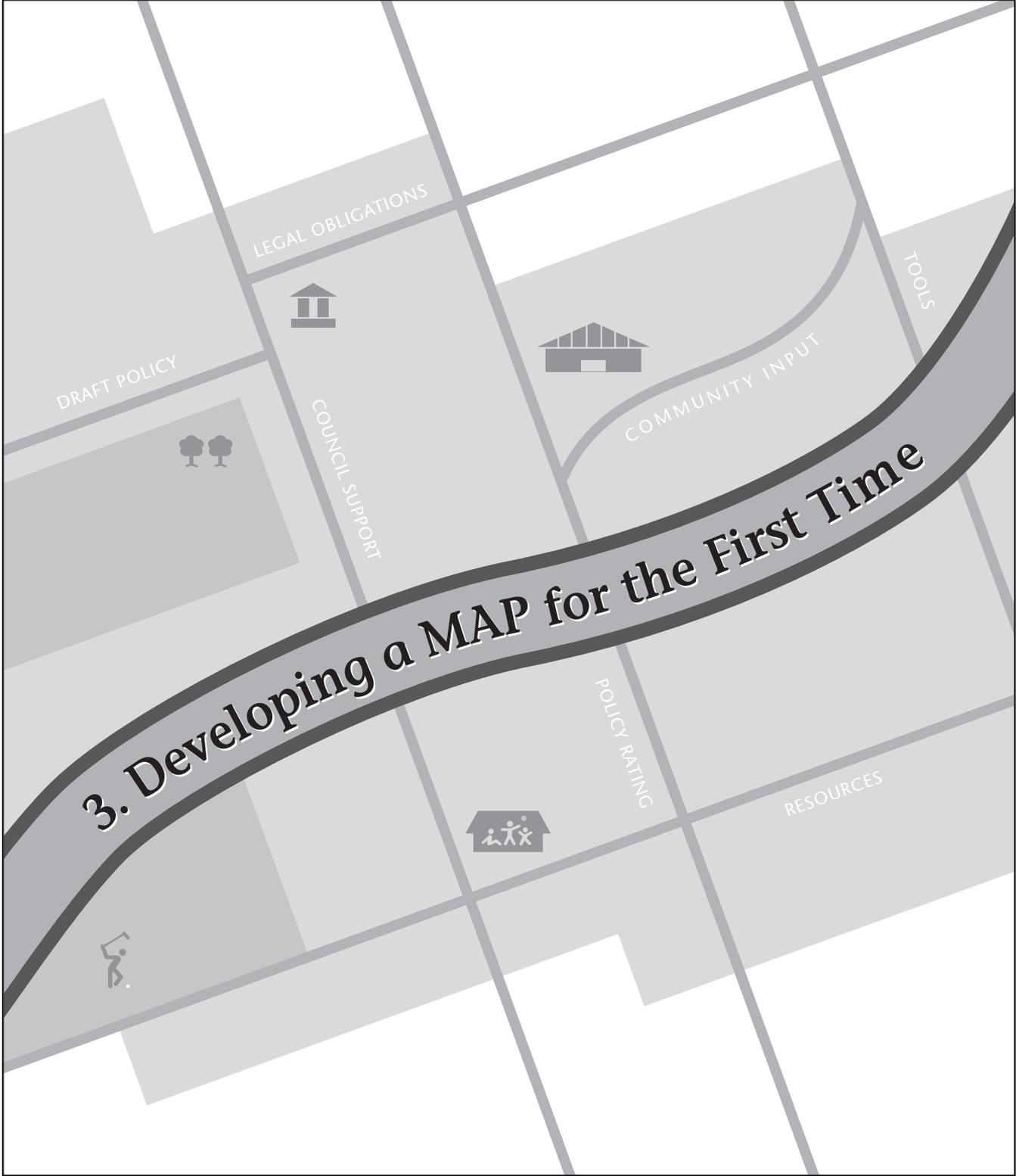
After adopting the policy, the committee will design and implement a strategy to orient all municipal staff, council members and community user groups to the policy requirements and promote the policy to the community at large.

### ***Alliances with Neighbouring Communities***

The municipality will inform neighbouring communities about its MAP and make them aware that problem groups might want to rent or use their facilities, particularly if the neighbouring municipalities do not have a MAP.

### ***Policy Monitoring and Review***

The policy shall be reviewed annually by an ad hoc team based on information gathered from event organizers, facility staff and event participants.



### 3. Developing a MAP for the First Time

# Checklist

## ✓ TASK

### **A. GETTING READY**

- Municipal council resolution obtained
- Terms of Reference affirmed
- Chairperson chosen
- Policy Development Team formed
- Policy Team oriented
- Meeting Schedule developed
- Community consulted
- Expert information obtained

### **B. GATHERING INFORMATION**

- Facility and event inspection completed
- Legal information reviewed
- Training needs for staff and volunteers identified
- Other MAP communities consulted
- History and background information collected
- Current administrative practices reviewed

### **C. USING THE WORKBOOK**

- Copies of the Workbook given to all members
- Ongoing community consultation
- Properties, facilities and events designated
- Management practices selected
- Prevention strategies chosen
- Enforcement procedures and penalties selected
- Signs chosen
- Provisions made for implementation and policy review

## ✓ TASK

### **D. BRINGING IT ALL TOGETHER**

- Policy drafted
- Policy scored using Blue Ribbon MAP Quality Measure Form (QMF)
- Policy shared with the community
- Policy presented to council for approval

### **E. FROM POLICY TO ACTION**

- Implementation plan prepared
- Implementation tracked
- Policy promoted to community
- Staff and volunteers server-trained and oriented to MAP
- Ongoing policy support plan in place

---

# Overview

The following is an overview of the steps to be followed in order to develop a Blue Ribbon Policy.

The first page in this Section is a **Checklist**.

Copy this TOOL and use it to track completed tasks as you work your way through the Policy Development Process.

## ***A. Getting Ready***

1. Gaining the Support of Municipal Council and Administration
2. Affirming the Terms of Reference
3. Choosing a Chairperson
4. Forming the Policy Development Team
5. Policy Team Orientation
6. Developing a Meeting Schedule
7. Consulting with Community and Facility User Groups
8. Seeking Expert Input

## ***B. Gathering and Reviewing Information***

1. Selecting Facilities Appropriate for Alcohol Service
2. Choosing Events Appropriate for Alcohol Service
3. Reviewing Legal Information
4. Identifying Training Needs for Staff and Volunteers
5. Consulting with Other MAP Communities
6. Collecting History and Background Information about Your Community
7. Reviewing Information on Current Municipal Administrative Practices

## ***C. Using the MAP Workbook to Draft Your First Policy***

*Materials to assist you can be found in the Toolkit, p. 163, and the Resources, p. 219.*

# Getting Ready

## Gaining the Support of Municipal Council and Administration

- Present the MAP concept to municipal council.
- Seek and obtain a formal resolution to proceed from the municipal council.



### *Sample Council Resolution*

**“Be it resolved that we request the municipal clerk and the recreation director to recruit a team composed of community residents, facility users, municipal staff, health professionals and public order professionals to develop a Municipal Alcohol Policy within the next year for consideration and adoption by Council.”**

Council’s formal approval to proceed by means of the resolution demonstrates that:

- Council has decided to take the matter of alcohol use seriously.
- Council intends to take formal action.
- There will be clear rules and regulations for all municipal property users.
- Municipal employees will be expected to implement and enforce the MAP.
- Changes to the policy will have to be formally approved by council.
- The issue will be kept current and on council’s agenda.



**When developing any policy, it is important that council be provided with the minutes of the policy development team’s meetings. This will make it easier for council to process new information and respond to questions from the community.**

## Affirming the Terms of Reference

The terms of reference outline the steps required to develop a Blue Ribbon Policy. They are provided to team members to establish the parameters of their work and to let council see that the policy work will be of service to the community as a whole.

### *Sample Terms of Reference*

1. Gather and review the available information on the use of alcohol relating to the municipal facilities.
2. Review the literature on drinking practices and their implications in the management of alcohol in recreation facilities.
3. Collect and review MAPs from other communities if they are available.
4. Become familiar with provincial, territorial or state liquor laws.
5. Examine and discuss issues derived from information review.
6. Identify and inspect facilities, parks and events that will be covered by the policy.
7. Examine alcohol events held in the past five years to identify management practices that were associated with alcohol-related problems, or that were problem-free.
8. Gather the views of community stakeholders and citizens about the use and non-use of alcohol in municipally owned facility events and programs.
9. Obtain comments and suggestions from staff and volunteers on what can be done to better manage alcohol in municipally owned facility events and programs to reduce alcohol-related problems.

## Choosing a Chairperson

The chairperson could be, for example, a recreation department director, facility manager, council member, municipal clerk, respected citizen or stakeholder from the community. The chairperson is responsible for:

- pulling together a policy development team
- leading the policy development team through its deliberations and obtaining clerical support
- providing each team member with a copy of the terms of reference, and
- providing each team member with a copy of the Workbook and relevant tools.

The chairperson and/or a designate will facilitate all discussions.



**The policy team should include representatives from throughout the community. All points of view are worthy of being considered and represent a view that may be shared by others. By including members with various viewpoints, the resulting MAP will have greater acceptance by the facility users.**

## Forming the Policy Development Team

The policy development team is composed of a cross-section of the community drawn from such areas as:

- municipal government departments
- public health agencies/departments
- alcohol and addiction services
- police services
- municipal facility user groups (e.g., service clubs, sports, recreation and cultural organizations), and
- interested citizens or stakeholders (e.g., an injury prevention coalition, or those living near municipal facilities).

The size of a policy development team will vary from a minimum of 6 to about 10 people. Team members keep the community informed about policy discussions and get community feedback and ideas.



**At the beginning of the process, it is worthwhile to obtain commitment from the policy development team members to work within the Terms of Reference and to the meeting schedule.**

## Policy Team Orientation

- Review the terms of reference.
- Develop a meeting schedule.
- Show video on liability and responsible service.
- Obtain commitment from team members to attend regularly.

*See Resources, p. 236, for information on Liability and Responsible Service video loan.*

## Developing a Meeting Schedule

- Volunteers who work on municipal teams are generally very busy people. A predetermined schedule of meeting dates will help them plan ahead and will increase attendance.
- Team meets at two- to four-week intervals for two to three hours each time, for 8 to 10 months.
- Team members need time between meetings to gather the information they need from stakeholders, and to think through the various options in order to avoid information overload.
- Use the meeting schedule outline in the Toolkit to draft your meeting schedule.

*See the Toolkit, p. 189, for the meeting schedule outline.*



**It takes time for team members to become comfortable with issues regarding alcohol use on public property and to grapple with how they want to address these issues in the MAP. Rushing the MAP development process may undermine the quality of the policy. It could also increase some people's opposition during implementation if they have not had the opportunity to express and discuss concerns.**

## Consulting with Community and Facility User Groups

- If people understand why the policy is important, they'll be more likely to accept it — and make it work. Involve your community in the process and speak openly as you develop your policy.
- One way to gain community input is to have team members meet and gather information and opinions from key user groups.
- Borrow and show the video with expert interviews.

## Seeking Expert Input

You can obtain helpful information and support from:

- the Alcohol and Gaming Commission of Ontario (AGCO) or your liquor licensing board
- your local Centre for Addiction and Mental Health
- your local police service
- your local public health agencies/departments
- other community health and social service agencies
- legal counsel, such as a municipal solicitor, and
- professional recreation associations.

# Gathering and Reviewing Information

## Selecting Facilities Appropriate for Alcohol Service

Compile an inventory of municipally owned indoor and outdoor recreation facilities and make note of:

- whether alcohol use is currently permitted
- any problems that have occurred in the past
- good practices that are already in place
- any accessibility and safety issues
- visibility of floor area by bartenders and floor monitors
- strategies/suggestions for good practices.

*See the Toolkit, p. 195, and complete the inventory and inspection form.*

## Choosing Events Appropriate for Alcohol Service

Review events held in outdoor and indoor recreation facilities and make note of:

- the type of event
- whether children are present
- whether alcohol is allowed
- problems that have occurred in the past
- existing management practices
- strategies/suggestions for future events.

*See the Toolkit, p. 196, and complete the inventory of events form.*

## Reviewing Legal Information

Some members of the policy development team may not know the laws regarding alcohol service under a special event permit. The policy development team must ensure that the policy meets all provincial, territorial or state liquor licensing authority regulations regarding the operation of licensed events. Failure to comply with liquor licensing regulations can result in costly fines and the loss of liquor licence privileges. In addition, if the laws are not complied with, liability could be incurred. The team should review information about insurance and liability, the current status of the municipality's insurance coverage, and the most recent provincial, territorial or state liquor licence regulations pertaining to special event permits.

### *Legal Drinking Age 2001*

<i>Canada</i>		<i>U.S.A.</i>
<i>18 years</i>	<i>19 years</i>	<i>21 years</i>
Alberta Manitoba Québec	British Columbia New Brunswick Newfoundland Nova Scotia Ontario Prince Edward Island Saskatchewan Northwest Territories Nunavut Yukon	all states

### *What Are the Legal Issues?*

Generally, in Canada, if a municipality sells or provides alcohol, rents its facilities to others for similar purposes, or allows unsanctioned drinking on its property, the municipality and those operating the events may be sued and found liable if someone is injured or dies.

The liquor licensing legislation in some Canadian provinces and territories makes sellers of alcohol civilly liable if or when their intoxicated patron dies, or injures or kills a third party. In addition, the Supreme Court of Canada has imposed a general common duty on providers of alcohol to protect their intoxicated patrons or guests from foreseeable harm. The articles on alcohol liability provide some examples.

*See Resources, p. 236, for information on Liability and Responsible Service video loan.*

The liquor licensing authorities in all Canadian provinces and territories have the authority to revoke or suspend permanent liquor licences and special event permits. The loss of liquor licence privileges could prevent other groups in the community from operating an alcohol-related activity in that facility. This could:

- result in a loss of needed municipal income from facility rentals
- result in a loss of needed tourism revenue should some of these cancelled events be festivals or community celebrations.

Although insurance covers liability, there may be a number of serious consequences:

- The municipality may not have enough insurance to cover its portion of the claim. As a result, taxpayers would pay.
- The municipality's insurance premiums could go up.
- Overall insurance coverage could be reduced.
- The insurance deductible could rise.
- The insurance company could choose not to continue coverage.



**Individuals can be held personally liable. Where there is not enough insurance to cover the judgment, an individual's personal assets can be seized. These individuals could include event sponsors, workers and municipal staff.**



**Although insurance may cover the judgment award in a lawsuit, it may not cover the cost of legal counsel.**



**Some feel that only intoxicated persons should be held responsible for the alcohol injuries they cause to themselves or others. However, the provider of the alcohol is held responsible for over-service under the Liquor Licence Act. Whether one agrees with this or not, it is the law, and people can and do rely on it when suing others.**

Two provincial acts in Ontario form the basis of alcohol-related liability.

A. The Ontario Liquor Licence Act (LLA) states that:

- Those under 19 years of age cannot be served alcohol or allowed to possess or consume alcohol.
- It is illegal to sell or serve alcohol to an intoxicated or apparently intoxicated person.
- A provider of alcohol is responsible for the safety of the people being served (provider liability).
- This responsibility extends to the safety of others, both on and off municipal property, who come in contact with the person who was served.



**These responsibilities under the Ontario Liquor Licence Act are not new. They can be traced back well over 100 years.**



**A provider's responsibility may continue until the intoxicated person is sober.**

*See Resources, p. 227, for information on how to obtain the Liquor Licence Act for your province or territory.*



**Under the Occupiers' Liability Act of Ontario, Municipalities, as owners/occupiers, have the duty to prevent foreseeable harm to anyone who enters or is in the facility.**

B. Under the Occupiers' Liability Act (OLA):

- Municipalities and those renting municipal facilities are co-occupiers because they are in control of municipal premises, such as recreation facilities, and have the power to admit or exclude entrants.
- Occupiers must take "reasonable steps" to ensure that all the people entering the event (e.g., event participants and rental groups) are "reasonably safe while on the premises."
- The same legal obligation requires that co-occupiers take the necessary steps to prevent intoxicated patrons from injuring themselves or others who are on the premises.
- If co-occupiers fail in their responsibility, they could be sued jointly or individually if someone was injured or killed.

*Go to Resources, p. 234, for electronic/Internet links to get on-line legal information.*

### ***Caterer's Endorsements***

**In Ontario, event organizers may hire a caterer with a caterer's endorsement to sell alcohol to their guests. Although the caterer assumes the potential liability as a provider of alcohol, event organizers and the municipality are "co-occupiers" of the event venue and must abide by the Occupiers' Liability Act.**

### ***Legal Information for the United States***

**Liquor laws may vary from state to state. Please see Resources, p. 228, for information on how to contact your state liquor licensing authority.**

## **Identifying Training Needs for Staff and Volunteers**

- Reducing the risk of litigation requires not only documenting the components of the policy and its procedures, but also the recruitment of appropriately trained supervisors and related servers to implement them.
- The municipality is morally obliged to inform volunteers of the potential for personal liability and to provide them with the tools to avoid being sued.
- Server training programs cover topics such as recognizing and preventing intoxication, dealing with guests who are becoming intoxicated, and meeting your legal obligations.
- In Ontario, Smart Serve is currently available and approved by the Alcohol and Gaming Commission of Ontario. Some provinces, territories and states have similar programs.
- At this point in the policy development process, it would be ideal for team members and interested members of council to take part in a server training session.

**Server training often acts as a catalyst to provide a better understanding of liability and of the strategies that can be used to better manage safer alcohol events.**

*Go to Resources, p. 233, for information on how to arrange for server training.*

## Consulting with Other MAP Communities

- Review the Sampleville Blue Ribbon MAP.
- Review MAPs or other alcohol policies from other municipalities.
- Discuss other municipalities' experiences in implementing their policies.

## Collecting History and Background Information about Your Community

This section of the policy explains the municipality's decision to develop a MAP to residents, visitors and municipal politicians, including those who will be elected in the future.

*Go to the Sampleville MAP, p. 13, for an example of history and background information.*

## Reviewing Information on Current Municipal Administrative Practices

- Determine what the procedures are to obtain permission to rent a facility for a special event permit event.
- Determine the current process for recording incidents and neighbour complaints.
- Consider what changes, if any, may be needed.



### *Using Current Technology*

**Teleconferences can be used to link interested individuals as well as experts who may be located at some distance from your meeting site.**



**Does your municipality have a Web site? E-mail? You can use these to obtain feedback from interested community members and facility user groups.**

## **Using the MAP Workbook to Draft Your First Policy**

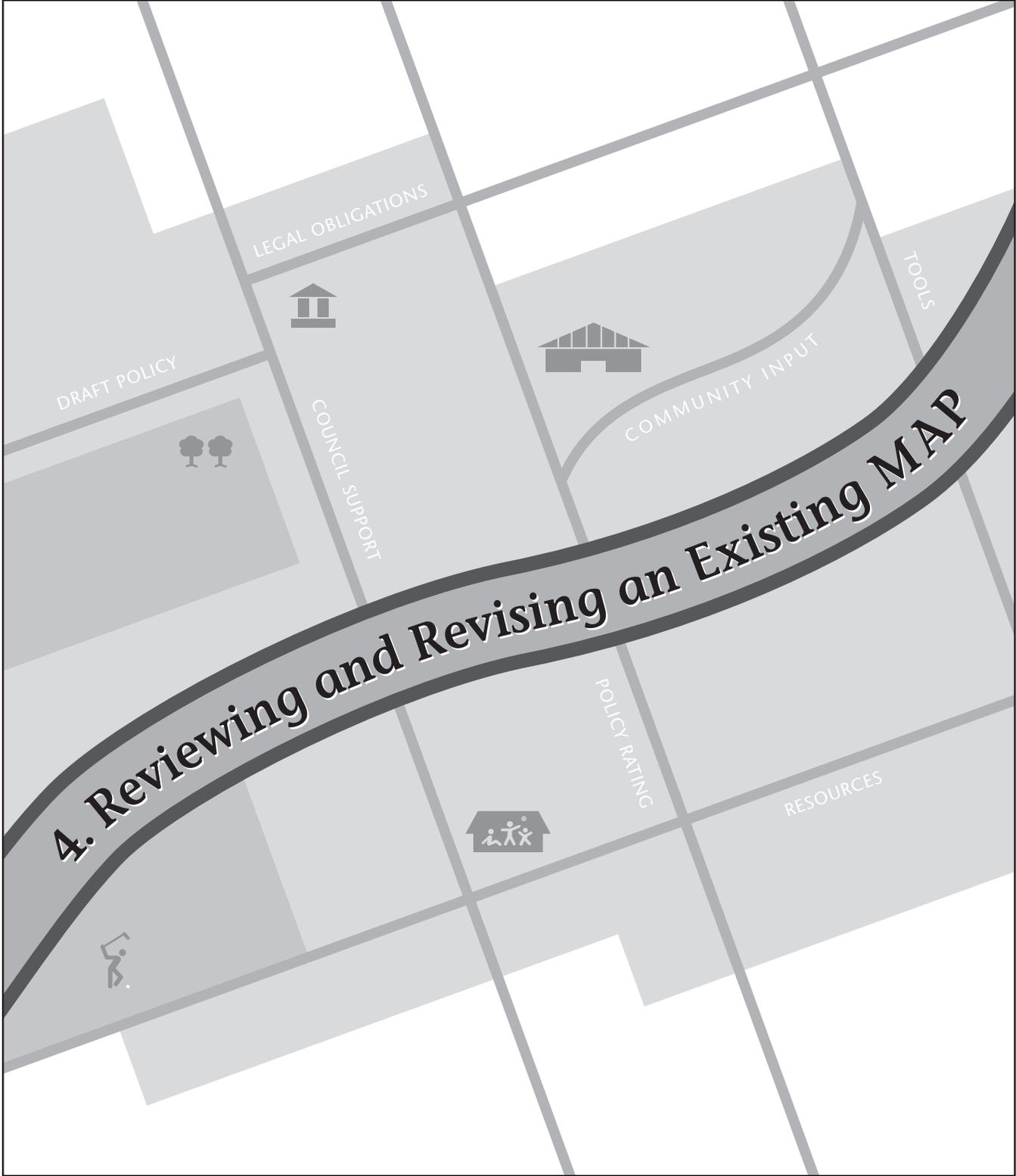
Refer to your Checklist for “Developing a MAP for the First Time.” If you have completed all of the tasks to the end of the “Gathering Information” section, you are ready to draft your Blue Ribbon MAP.

The MAP Workbook will allow you to work directly with suggested MAP components and will help you draft policy statements that will meet the needs of your community. The MAP Workbook suggestions also comply with the legal requirements stated in the Liquor Licence Act of Ontario, the Occupiers’ Liability Act of Ontario, and the Criminal Code of Canada.



**Many components of the MAP Workbook have come been obtained from the numerous MAPs adopted by Ontario municipalities since the 1980s.**

*See the Workbook, p. 99.*



## 4. Reviewing and Revising an Existing MAP

# Checklist

## ✓ TASK

### **A. GETTING READY**

- Council/administration commitment obtained
- Terms of reference affirmed
- Chairperson chosen
- Policy review team formed
- Meeting schedule developed

### **B. GATHERING INFORMATION**

- The current MAP assessed using QMF
- Information on effectiveness of the current policy reviewed
- Legal information reviewed
- Training needs for staff and volunteers reviewed
- Current administrative practices reviewed

### **C. USING THE WORKBOOK**

- Copies of the Workbook provided to all members
- Properties, facilities and events designated
- Management practices updated
- Prevention strategies updated
- Enforcement procedures and penalties updated
- Signs reviewed and updated if necessary
- Provisions made for implementation and policy review

## ✓ TASK

### **D. BRINGING IT ALL TOGETHER**

- Revised policy drafted
- Revised policy assessed
- Revised policy shared with the community
- Revised policy presented to council for approval

### **E. FROM POLICY TO ACTION**

- Implementation plan prepared
- Implementation tracked
- Revised policy promoted to community
- Staff and volunteers server trained
- Ongoing policy support plan in place

# Overview

The following is an overview of the steps you need to follow to revise your MAP and achieve a Blue Ribbon MAP.

The first page in this Section is a **Checklist**.

Use this TOOL to track completed tasks as you work your way through the policy review process.

## ***A. Getting Ready***

1. Reaffirming the Support of Municipal Council and/or Administration
2. Affirming the Terms of Reference
3. Choosing a Chairperson
4. Forming a Policy Review Team
5. Developing a Meeting Schedule

## ***B. Gathering and Reviewing Information***

1. Assessing the Effectiveness of Your Current Policy Using the QMF
2. Gathering the Information You Need
3. Reviewing the Information to Determine the Effectiveness of Your Current MAP
4. Reviewing Legal Information
5. Reviewing Training Needs for Staff and Volunteers
6. Reviewing Information on Current Municipal Administrative Practices

## ***C. Using the MAP Workbook to Revise Your Policy***

*See the Toolkit, p. 163, and the Resources, p. 219, sections for help.*



**If the concept of MAP is new to most members of the interdepartmental policy review team, you may choose to use the section *Developing a MAP for the First Time*, p. 35.**

# Getting Ready

## Reaffirming the Support of Municipal Council and/or Administration

- If the original MAP did not contain a regulation for regular review and revision of the policy, it would be advisable to seek and receive a formal resolution to proceed from the municipal council.
- If there is an existing review regulation within the existing MAP, the municipality's administration already has authority to proceed with review and, if necessary, propose revisions to the MAP. However, council should be informed that the process is about to begin.



### *Sample Council Resolution*

**“Be it resolved that we request the Municipal Clerk and the Recreation Director to recruit an interdepartmental team to review information pertinent to the Municipal Alcohol Policy and, if necessary, revise the policy. User groups and the community at large will be invited to comment on the draft prior to its presentation to Council for consideration and adoption.”**

Council's formal approval to proceed by means of the resolution demonstrates that:

- There is support for the MAP.
- Council is interested in maintaining an up-to-date MAP.
- Council supports reviewing and revising the MAP to either attain or maintain a Blue Ribbon status for their MAP.



**When developing any policy, it is important to provide council with the policy development team's meeting minutes. This will make it easier for council to process new information and to respond to questions from the community.**

## Affirming the Terms of Reference

The terms of reference outline the steps required to develop a Blue Ribbon Policy. They are provided to team members to establish the parameters of their work and to let council see that the policy will reflect a variety of community interests.



### *Sample Terms of Reference*

- 1. Collect and review data regarding the effectiveness of the current MAP.**
- 2. Obtain comments and suggestions from facility users and facility staff.**
- 3. Review relevant parts of the most recent liquor licence regulations.**
- 4. Inspect any newly constructed facilities to decide if they are appropriate for alcohol service.**
- 5. Submit revisions to council for approval.**

## Choosing a Chairperson

The chairperson could be designated by senior management or as defined in the existing policy. In a revision process, the chairperson will likely be a municipal manager or designated employee.

The chairperson is responsible for:

- pulling together an interdepartmental policy review team, made up of the municipal solicitor, the recreation director and facility managers. The team may also have representation from recreation staff, the bylaw department, the recreation committee and municipal council.
- leading the policy consolidation team through its deliberations and obtaining clerical support
- inviting members of the recreation committee to provide comment and feedback
- providing each team member with a copy of the terms of reference, and
- providing each team member with a copy of the existing MAPs, the QMF, the MAP Workbook and relevant tools.

The chairperson and/or a designate will:

- facilitate all discussions
- ensure that public input is sought and considered
- present the revised MAP to council for their approval.

## Policy Review Team Responsibilities

The policy review team:

- usually meets annually or on an ad hoc basis depending upon the circumstances
- gathers information from facility users and staff about how the policy is working in order to make an informed decision about the need to revise the policy and what needs to be done.
- obtains expert information about any Liquor Licence Act changes
- ensures that the current policy and any proposed changes are consistent with the regulations contained in the provincial, territorial or state liquor licence act
- reviews information regarding new facilities and/or events
- reviews and, if necessary, revises the MAP.

*Go to Resources, p. 236, for video loan on Liability and Responsible Service.*

## Developing a Meeting Schedule

- Municipal staff who work on interdepartmental teams are juggling many work responsibilities. A predetermined schedule will help them plan ahead and will increase attendance.
- Team will likely meet four to six times at two-week intervals for two to three hours each time.
- More time between meetings may be required when the team consults with user groups and/or holds public feedback meetings on suggested revisions.

*See the Toolkit, p. 189, for the meeting schedule outline.*

# Gathering and Reviewing Information

## Assessing Your Current MAP

- Each team member should have a copy of your current MAP as well as the Quality Measure Form (QMF) and instructions.
- All team members should review the current MAP and at least one other MAP from another community.
- Team members then score the MAPs using the QMF to determine if each MAP has attained the Blue Ribbon standard.
- Should the current MAP not attain Blue Ribbon status, team members identify the missing elements that would strengthen the MAP.

*See the Toolkit, p. 163, for the QMF and instructions for use, and a list of municipalities with Blue Ribbon Policies.*

To determine the effectiveness of your current MAP, you will need to know:

- **Has the current MAP achieved Blue Ribbon status?**
- **Have facility staff, facility users and community members made any comments?**
- **Have there been infractions of the policy? How often? How were they handled? Are there fewer problems?**
- **Are new or renovated facilities appropriate for designation as eligible for alcohol service?**
- **Have rental agreements been reviewed?**
- **Have facility rentals been affected?**
- **Are there areas of concern which need to be strengthened?**

## Gathering the Information You Need

### *Check Implementation*

- Check to make sure your rental contract supports your MAP and renters' obligations to follow the MAP.
- Check to see that all signs have been posted in appropriate areas.
- Do a check of a few licensed events to see that regulations are being followed.

### *Administer Surveys*

- Prepare a short survey for a small sample of event participants to determine their reactions to the regulations and their overall impressions of the event. It is best to do this about one year after the policy has been implemented. Repeat this periodically as new information is required.
- Prepare a short survey for facility staff and event organizers to determine their reactions to the policy.
- Keep in mind that though the attitudes of some respondents may conflict your provincial, territorial or state regulations, you must act within the law.

*See the Toolkit, p. 213, for sample surveys.*

## Reviewing the Information to Determine the Effectiveness of Your Current MAP

- Review the information gathered regarding the implementation of the policy.
- Review the survey information.
- Review incident reports.
  - Note if these incidents happen randomly or if they are related to a specific type of event or to one or two specific user groups.
  - Determine if, how often and what penalties were imposed by the liquor licensing authorities for provincial, territorial or state violations.
  - Determine if the response to these incidents was in keeping with the disciplinary actions outlined in the current MAP.
- Review the number of rentals.

## Reviewing Legal Information

Some members of the policy development team may not be familiar with the laws regarding alcohol service under a special event permit. The policy development team must ensure that the policy meets all provincial, territorial or state liquor licensing authority regulations regarding the operation of licensed events. Failure to comply with liquor licensing regulations can result in costly fines and the loss of liquor licence privileges. Also, if the laws are not complied with, you could be sued. The team should review information about insurance and liability, the current status of the municipality's insurance coverage, and the most recent provincial, territorial or state liquor licence regulations pertaining to special event permits.

### *Legal Drinking Age 2001*

<i>Canada</i>		<i>U.S.A.</i>
<i>18 years</i>	<i>19 years</i>	<i>21 years</i>
Alberta Manitoba Québec	British Columbia New Brunswick Newfoundland Nova Scotia Ontario Prince Edward Island Saskatchewan Northwest Territories Nunavut Yukon	all states

### *What Are the Legal Issues?*

Generally, in Canada, if a municipality sells or provides alcohol, rents its facilities to others for similar purposes, or allows unsanctioned drinking on its property, the municipality and those operating the events may be sued and found liable if someone is injured or dies.

The liquor licensing legislation in some Canadian provinces and territories makes sellers of alcohol civilly liable if or when their intoxicated patron dies, or injures or kills a third party. In addition, the Supreme Court of Canada has imposed a general common duty on providers of alcohol to protect their intoxicated patrons or guests from foreseeable harm. The articles on alcohol liability give some examples.

*See Resources, p. 219, to review articles on alcohol liability and for information on Liability and Responsible Service video loan.*

The liquor licensing authorities in all Canadian provinces and territories have the authority to revoke or suspend permanent liquor licences and special event permits. The loss of liquor licence privileges could prevent other groups in the community from operating an alcohol-related activity in that facility. This could:

- result in a loss of needed municipal income from facility rentals
- result in a loss of needed tourism revenue should some of these cancelled events be festivals or community celebrations.

Although insurance covers liability, there may be many serious consequences:

- The municipality may not have enough insurance to cover its portion of the claim. As a result, taxpayers would pay.
- The municipality's insurance premiums could go up.
- Overall insurance coverage could be reduced.
- The insurance deductible could rise.
- The insurance company could choose not to continue coverage.



**Individuals can be held personally liable. Where there is not enough insurance to cover the judgment, an individual's personal assets can be seized. These individuals could include event sponsors, workers and municipal staff.**



**Although insurance may cover the judgment award in a lawsuit, it may not cover the cost of legal counsel.**



**Some feel that only intoxicated persons should be held responsible for the alcohol injuries they cause to themselves or others. However, the provider of the alcohol can be held responsible for over-service under the Liquor Licence Act. Whether one agrees with this or not, it is the law, and people can and do rely on it when suing others.**

In Ontario, two provincial acts form the basis of alcohol-related liability.

- These responsibilities under the Ontario Liquor Licence Act are not new. They can be traced back well over 100 years.
- The Ontario Liquor Licence Act (LLA) states that:

- Those under 19 years of age cannot be served alcohol or allowed to possess or consume alcohol.
- It is illegal to sell or serve alcohol to an intoxicated or apparently intoxicated person.
- A provider of alcohol is responsible for the safety of the people being served (provider liability).
- This responsibility extends to the safety of others, both on and off municipal property, who come in contact with the person who was served.



**A provider's responsibility may continue until the intoxicated person is sober.**

*See Resources, p. 227, for information on how to obtain the Liquor Licence Act for your province or territory.*



**Under the Occupiers' Liability Act of Ontario, Municipalities, as owners/occupiers, have the duty to prevent foreseeable harm to anyone who enters or is in the facility.**

#### B. Under the Occupiers' Liability Act (OLA):

- Municipalities and those renting municipal facilities are co-occupiers because they are in control of municipal premises, such as recreation facilities, and have the power to admit or exclude entrants.
- Occupiers must take "reasonable steps" to ensure that all the people entering the event (e.g., event participants and rental groups) are "reasonably safe while on the premises."
- The same legal obligation requires that co-occupiers take the necessary steps to prevent intoxicated patrons from injuring themselves or others who are on the premises.
- If co-occupiers fail in their responsibility, they could be sued jointly or individually if someone was injured or killed.

*See Resources, p. 234, for electronic/Internet links to obtain on-line legal information.*

### ***Caterer's Endorsement***



**In Ontario, event organizers may hire a caterer with a caterer's endorsement to sell alcohol to their guests. Although the caterer assumes the potential liability as a provider of alcohol, event organizers and the municipality are "co-occupiers" of the event venue and must abide by the Occupiers' Liability Act.**

#### *Legal Information for the United States*

*Liquor laws may vary from state to state. Please see Resources, p. 228, for information on how to contact your state liquor licensing authority.*

## **Reviewing Training Needs for Staff and Volunteers**

- Reducing the risk of litigation requires not only documenting the components of the policy and its procedures, but also the recruitment of appropriately trained supervisors and related servers to implement them.
- The municipality is morally obliged to inform volunteers of the potential for personal liability and to provide them with the tools to avoid being sued.
- Review the training file to determine the number of server training sessions that have been offered and the number of people trained and listed as active volunteers for events.
- If there are not enough trained volunteers to adequately staff events, server training events must be offered.
- Has someone been designated to offer or arrange for training on an ongoing basis?
- Those who receive server training should be oriented to the MAP to demonstrate how the server training skills and the policy connect.
- Have the MAP briefing materials been reviewed? Are they adequate?



**Server training often acts as a catalyst to provide a better understanding of liability and the strategies that can be used to better manage safer alcohol events.**

*Go to Resources, p. 233, for information on how to arrange for server training.*

## **Reviewing Information on Current Municipal Administrative Practices**

- Review the current procedures to obtain permission to rent a facility for a special event permit event and determine if they are sufficient and appropriate.
- Review the current process for recording incidents and complaints.
- Review what changes, if any, may be needed to support the MAP.



### ***Using Current Technology***

**Teleconferences can be used to link interested individuals as well as experts who may be located at some distance from your meeting site.**

**Does your municipality have a Web site? E-mail? You can use these to obtain feedback from interested community members and facility user groups.**

## Using the MAP Workbook to Revise Your Policy

Refer to the Checklist for “Reviewing and Revising an Existing MAP.” If you have completed all of the tasks to the end of the “Gathering Information” section, you are ready to draft your revised Blue Ribbon Policy!

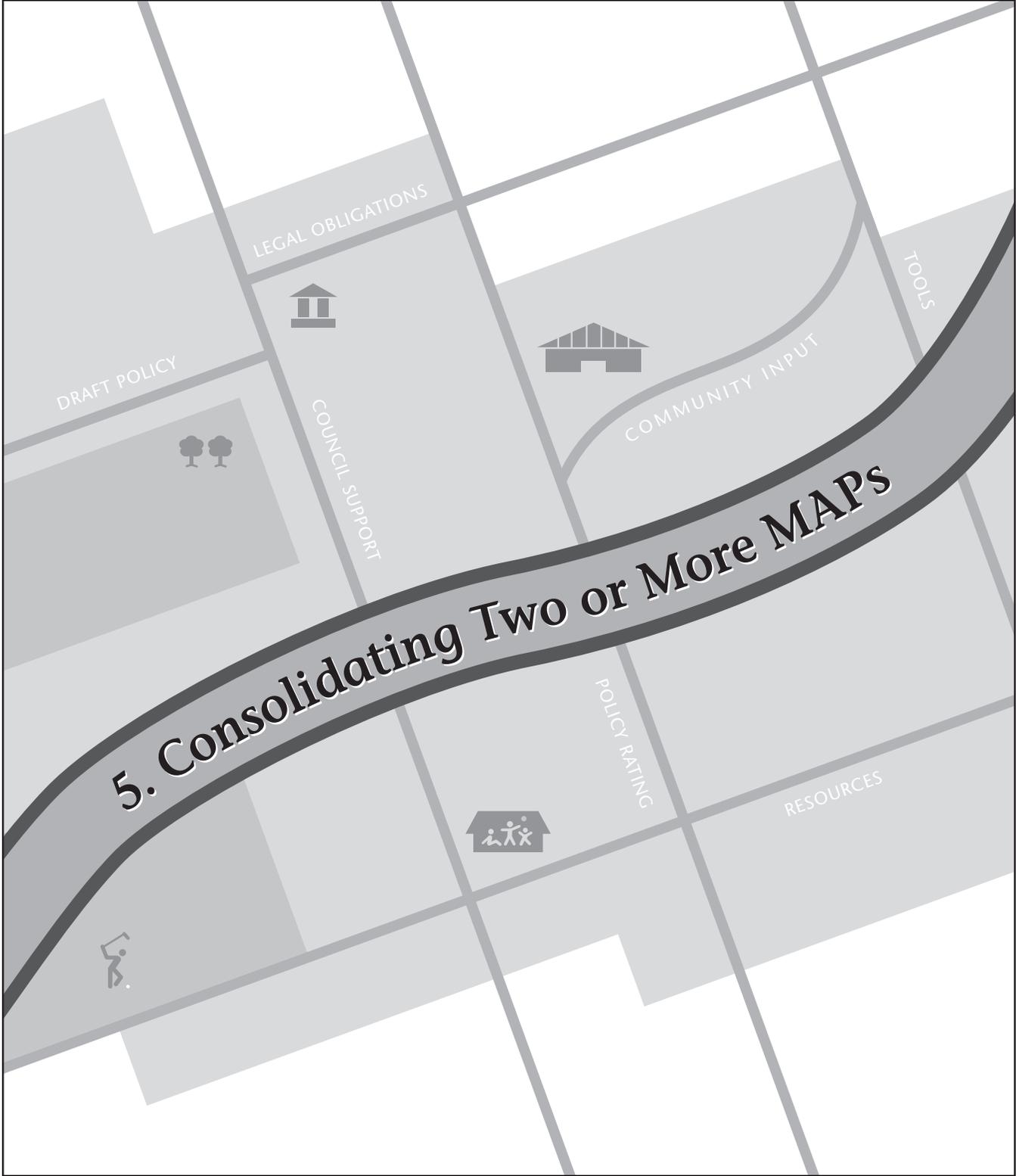
You have worked hard to gather the information which will help you to revise your MAP. Based on this information, you can select the MAP Workbook components you need to achieve a “Blue Ribbon” Policy, one that will comply with the requirements of your provincial, territorial or state liquor licence act.



**Many components of the MAP Workbook have been obtained from the numerous MAPs adopted by Ontario municipalities since the 1980s.**

*See the Workbook, p. 99, for additional information which will help you complete your revisions.*

*See Bringing It All Together, p. 87, to complete your revised MAP.*



## 5. Consolidating Two or More MAPs

# Checklist

## ✓ TASK

### **A. GETTING READY**

- Municipal council resolution and/or administrative approval obtained
- Terms of Reference affirmed
- Chairperson designated
- Interdepartmental Policy Consolidation Team formed and oriented
- Meeting Schedule developed
- Community consulted
- Expert information obtained

### **B. GATHERING INFORMATION**

- Completed assessing current MAPs
- Facility and event review completed
- Legal information reviewed
- Training needs for staff and volunteers identified
- Other MAP communities consulted
- History and background information collected and integrated
- Current administrative practices reviewed

### **C. USING THE WORKBOOK**

- Copies of the Workbook provided to all members
- Ongoing community consultation
- Properties, facilities and events designated
- Management practices selected
- Prevention strategies chosen
- Enforcement procedures and penalties selected
- Signs chosen
- Provisions made for implementation and review

### **D. BRINGING IT ALL TOGETHER**

- MAP drafted
- MAP assessed
- MAP shared with the community
- MAP presented to council for approval

### **E. FROM POLICY TO ACTION**

- Implementation plan prepared
- Implementation tracked
- Policy promoted to community
- Staff and volunteers server trained
- Ongoing policy support plan in place

## ✓ TASK

# Overview

The following is an overview of the steps to be followed in order to consolidate two or more MAPs into one Blue Ribbon Policy.

The first page in this Section is a **Checklist**.

Use this TOOL to track your completed tasks as you work your way through the policy consolidation process.

## **A. Getting Ready**

1. Gaining the Support of Municipal Council and Administration
2. Affirming the Terms Of Reference
3. Choosing a Chairperson
4. Forming an Interdepartmental Policy Consolidation Team
5. Policy Team Orientation
6. Developing a Meeting Schedule
7. Consulting with Community and Facility User Groups
8. Seeking Expert Input

## **B. Gathering and Reviewing Information**

1. Assessing Policy Similarities and Differences
2. Gathering the Information You Need
3. Reviewing the Information to Determine the Effectiveness of Your Current MAPs
4. Reviewing Facilities Appropriate for Alcohol Use
5. Reviewing Events Appropriate for Alcohol Use
6. Reviewing Legal Information
7. Reviewing Training Needs for Staff and Volunteers
8. Collecting and Integrating History and Background Information
9. Reviewing Information on Current Administrative Practices

## **C. Using The MAP Workbook to Draft Your Consolidated MAP**

*You can find materials to help you in the Toolkit (p. 163) and the Resources (p. 219) sections.*



**If the concept of MAP is new to most consolidating communities and/or the interdepartmental policy consolidation team, you may choose to use the section Developing a MAP for the First Time, p. 35, to develop your new consolidated MAP.**

# Getting Ready

## Gaining the Support of Municipal Council and Administration

Present the MAP concept and the need to consolidate the MAPs to municipal council. Ask for and obtain a formal resolution to proceed from the municipal council.



### *Sample Council Resolution*

**“Be it resolved that we request the Municipal Clerk and/or the Recreation to develop a new Municipal Alcohol Policy that will consolidate the existing MAPs from (name of the communities) and that this new policy be brought to Council for its consideration and adoption. The policy process is to provide opportunities for input from community residents, facility users and community service representatives.”**

Council’s formal approval to proceed by means of the resolution demonstrates that:

- Council has decided to take formal action to consolidate the existing MAPs into one Blue Ribbon MAP.
- The new MAP will contain clear rules and regulations for all municipal property users.
- Municipal employees will be expected to implement and enforce the new MAP.
- Changes to the policy will have to be formally approved by council.
- The issue will be kept current and on council’s agenda.

## Affirming the Terms of Reference

The terms of reference outline the steps required to produce a Blue Ribbon MAP. They are provided to team members to establish the parameters of their work and to give council confidence that the policy work will reflect the interests of the newly expanded municipality or partnering municipalities.

### *Suggested Terms of Reference*

1. Gather and review all the existing MAPs to be consolidated.
2. Compare and score each of the existing MAPs using the Blue Ribbon Quality Measure Form.
3. Determine the strengths of each policy.
4. Draft a consolidated policy with input from community user groups and stakeholders at large.
5. Name facilities and events that will be identified by the policy as either eligible or ineligible for alcohol use.
6. Be familiar with the provincial/territorial/state liquor regulations.
7. Obtain information from the municipal staff, event organizers, event workers and community members about how effective the existing policies are.
8. Determine policy orientation and server training needs for staff and volunteers.
9. Provide a new consolidated policy to council for their approval.

## Choosing a Chairperson

The chairperson could be designated by senior management or as defined in the existing policy.

In a policy consolidation process, the chairperson will likely be a municipal manager or designated employee.

The chairperson is responsible for:

- pulling together an interdepartmental policy review team, consisting of the municipal solicitor, the recreation director and facility managers. The team may also include recreation staff, the bylaw department, the recreation committee and municipal council.
- leading the policy review team through its deliberations and obtaining clerical support
- inviting members of the recreation committee to provide comment and feedback

- providing each team member with a copy of the terms of reference
- providing each team member with a copy of the existing MAP, the QMF, the Workbook and relevant tools.

The chairperson and/or a designate will facilitate all discussions.

## Forming an Interdepartmental Policy Consolidation Team



**When several communities are being amalgamated, a MAP might be new to some residents. It is important that these communities be kept informed of the policy consolidation team's activities, and that time be taken for a thorough orientation to the benefits of a MAP.**

The policy consolidation team is made up of a cross-section of staff from various municipal government departments such as:

- municipal solicitor
- municipal council
- the recreation director
- representation from recreation staff
- facility managers
- the bylaw department.

The size of a policy consolidation team will vary from 6 to about 15. Team members obtain community feedback and ideas and keep the community and council informed about policy discussions.

## Policy Team Orientation

- Review the terms of reference.
- Develop a meeting schedule.
- Show the video on liability and responsible service.
- Obtain commitment from team members to attend regularly.

*See Resources, p. 236, for information on Liability and Responsible Service video loan.*

## Developing a Meeting Schedule

- Municipal staff who work on interdepartmental teams are juggling many work responsibilities. Scheduling in advance will help them plan ahead and will increase attendance.
- Team meets at two- to three-week intervals for two to three hours each time for about 6 to 10 months.

*See the Toolkit, p. 189, for the meeting schedule outline.*



**It takes time for team members to become comfortable with issues surrounding alcohol use on public property and to grapple with how they want to address these issues in the MAP. Rushing the MAP development process may undermine the quality of the policy. It could also increase some people's opposition during implementation if they have not had the opportunity to express and discuss concerns.**

## Consulting with Community and Facility User Groups

- One way to gain community input is to assign team members to meet and consult with key user groups.
- Involve your community in the process and communicate openly as you develop your MAP. If people understand why the policy is important, they'll be more likely to accept it — and make it work.

## Seeking Expert Input

You can obtain helpful information and support from:

- your liquor licensing authority (in Ontario, the Alcohol and Gaming Commission of Ontario (AGCO))
- the local Centre for Addiction and Mental Health
- your local police service
- your local public health agencies/departments
- other community health and social service agencies
- legal counsel, such as a municipal solicitor
- professional recreation associations.

# Gathering and Reviewing Information

## Assessing Policy Similarities and Differences

- Each team member should have a copy of each of the MAPs to be consolidated as well as copies of the Quality Measure Form (QMF) and instructions.
- All team members should review each MAP.
- All the MAPs should be scored using the QMF to determine if they have attained the Blue Ribbon standard.
- Identify the similarities and differences found in each of the MAPs and identify which items contribute to the development of a Blue Ribbon Consolidated Policy.

*See the Toolkit, p. 163, for the QMF, instructions for use and a list of municipalities with Blue Ribbon Policies.*



***In order to determine the effectiveness of your current MAPs, you will need to know:***

- **Have the current MAPs achieved Blue Ribbon status?**
- **Have there been any comments from facility staff, facility users and community members?**
- **Have there been infractions of the policy? How often? How were they handled? Are there fewer problems?**
- **Are new or renovated facilities appropriate for designation as eligible for alcohol service?**
- **Have rental agreements been reviewed?**
- **Have facility rentals been affected?**
- **Are there areas of concern which need to be strengthened?**

## Gathering the Information You Need

Depending on your needs, you can do some or all of the following:

- Check implementation for each of the MAPs

- Check to make sure rental contracts for each MAP are complete with reference to MAP regulations.
- Check to make sure that municipal staff job descriptions are complete with reference to MAP regulations.
- Check to see that all signs have been posted in designated areas.
- Check a few licensed events to see that regulations are being followed.
- Administer a short survey for a small sample of event participants from each former or partnered municipality to determine their reactions to the regulations and their overall impressions of the event.
- Administer a short survey for facility staff and event organizers in each municipality to gather their input regarding their experiences in working with each of the policies.

*See the Toolkit, p. 213, for sample surveys.*

## **Reviewing the Information to Determine the Effectiveness of Your Current MAPs**

- Review information gathered regarding the implementation of the respective policies.
- Review survey information.
- Review incident reports.
- Note if these incidents happen randomly or if they are related to a specific type of event, to one or two specific user groups, or to a specific municipality.
- Determine if a liquor licence inspector has issued any penalties.
- Review any insurance claims.
- Determine if the response to these incidents was in keeping with the disciplinary actions outlined in each of the current MAPs.
- Review number of rentals.

## Reviewing Facilities Appropriate for Alcohol Use

Compile an inventory of municipally owned indoor and outdoor rental facilities and make note of:

- whether alcohol use should be permitted
- problems that have occurred in the past
- good practices already in place
- accessibility and safety issues
- how well bartenders can see floor area
- strategies/suggestions for compliance with policy management practices.

*See the Toolkit, p. 195, and complete the inventory and inspection forms.*

## Reviewing Events Appropriate for Alcohol Use

Review events held in outdoor and indoor recreation facilities and make note of:

- type of event: family, adult, youth, children
- whether alcohol is allowed
- problems that have occurred in the past
- management practices already in place
- strategies/suggestions for following policy management practices.

*See the Toolkit, p. 196, and complete the event inventory forms.*

## Reviewing Legal Information

Some members of the policy development team may not be familiar with the laws regarding alcohol service under a special event permit. The policy development team must ensure that the policy meets all provincial, territorial or state liquor licensing authority regulations regarding the operation of licensed events. Failure to do this can result in costly fines and the loss of liquor licence privileges.

In addition, if the laws are not complied with, you could be sued. The team should review information about insurance and liability, the current status of the municipality's insurance coverage, and the most recent provincial, territorial or state liquor licence regulations pertaining to Special Event Permits.

## *Legal Drinking Age 2001*

<i>Canada</i>		<i>U.S.A.</i>
<i>18 years</i>	<i>19 years</i>	<i>21 years</i>
Alberta Manitoba Québec	British Columbia New Brunswick Newfoundland Nova Scotia Ontario Prince Edward Island Saskatchewan Northwest Territories Nunavut Yukon	all states

### *What Are the Legal Issues?*

Generally, in Canada, if a municipality sells or provides alcohol, rents its facilities to others for similar purposes, or allows unsanctioned drinking on its property, the municipality and others may be sued and found liable if someone is injured or dies.

The liquor licensing legislation in some Canadian provinces and territories makes sellers of alcohol civilly liable if or when their intoxicated patron dies or injures or kills a third party. In addition, the Supreme Court of Canada has imposed a general common duty on providers of alcohol to protect their intoxicated patrons or guests from foreseeable harm. The articles on alcohol liability provide some examples.

*See Resources, p. 219, to review articles on alcohol liability and for information on Liability and Responsible Service video loan.*

The liquor licensing authorities in all Canadian provinces and territories have the authority to revoke or suspend permanent liquor licences and special event permits. The loss of liquor licence privileges could prevent other groups from operating an alcohol-related activity in that facility. This could result in a loss of needed municipal income from facility rentals.

Should some of these cancelled events be festivals or community celebrations, the community could lose needed tourism revenues.

Although insurance covers liability, there may be a number of serious consequences:

- The municipality may not have enough insurance to cover its portion of the claim. Taxpayers would pay.
- The municipality's insurance premiums could go up.
- Overall insurance coverage could be reduced.
- The insurance deductible could rise.
- The insurance company could choose not to continue coverage.



**Individuals can be held personally liable. Where there is not enough insurance to cover the judgment, an individual's personal assets can be seized. These individuals could include event sponsors, workers and municipal staff.**



**Although insurance may cover the judgment award in a lawsuit, it may not cover the cost of legal counsel.**



**Some feel that only intoxicated persons should be held responsible for the alcohol injuries they cause to themselves or others. However, the provider of the alcohol can be held responsible for over-service under the Liquor Licence Act. Whether one agrees with this or not, it is the law and people can and do rely on it when suing others.**

Two Provincial Acts in Ontario form the basis of alcohol-related liability.

A. The Ontario Liquor Licence Act (LLA) states that:

- Those under 19 years of age cannot be served alcohol or allowed to possess or consume alcohol.
- It is illegal to sell or serve alcohol to an intoxicated or apparently intoxicated person.

- A provider of alcohol is responsible for the safety of the people being served (provider liability).
- This responsibility extends to the safety of others, both on and off municipal property, who come in contact with the person who was served.



**These responsibilities under the Ontario Liquor Licence Act are not new. They can be traced back well over 100 years.**



**A provider's responsibility may continue until the intoxicated person is sober.**

*See Resources, p. 227, for information on how to obtain the Liquor Licence Act for your province or territory.*



**Under the Occupiers' Liability Act of Ontario, Municipalities, as owners/occupiers, have the duty to prevent foreseeable harm to anyone who enters or is in the facility.**

#### B. Under the Occupiers' Liability Act (OLA):

- Municipalities and those renting municipal facilities are co-occupiers because they are in control of municipal premises, such as recreation facilities, and have the power to admit or exclude entrants.
- Occupiers must take "reasonable steps" to ensure that all the people entering the event (e.g., event participants and rental groups) are "reasonably safe while on the premises."
- The same legal obligation requires that co-occupiers take the necessary steps to prevent intoxicated patrons from injuring themselves or others who are on the premises.
- If co-occupiers fail in their responsibility, they could be sued jointly or individually if someone was injured or killed.

*See Resources, p. 234, for electronic/internet links to obtain online legal information.*



### ***Caterer's Endorsements***

**In Ontario, event organizers may hire a caterer with a caterer's endorsement to sell alcohol to their guests. Although the caterer assumes the potential liability as a provider of alcohol, event organizers and the municipality are the "co-occupiers" of the event venue and must abide by the Occupiers' Liability Act.**



### ***Legal Information for the United States***

**Liquor laws may vary from state to state. Please see Resources, p. 228, for information on how to contact your state liquor licensing authority.**

## **Reviewing Training Needs for Staff and Volunteers**

- Reducing the risk of litigation requires not only documenting the components of the policy and its procedures, but also the recruitment of appropriately trained supervisors and related servers to implement them.
- The municipality is morally obliged to inform volunteers of the potential for personal liability and to provide them with the tools to avoid being sued.
- Server training programs cover topics such as recognizing and preventing intoxication, dealing with guests who are becoming intoxicated, and meeting the municipality's legal obligations.
- In Ontario, Smart Serve is currently available and approved by the Alcohol and Gaming Commission of Ontario.
- Ideally, team members and interested members of council should take part in a server training session.
- Those receiving server training should be oriented to the MAP to demonstrate how the server training skills and the policy connect.
- Review any training files to determine if the merging or partnering municipalities are training servers the same way.
- Decide if there are enough trained staff and volunteers. If not, find out where the gaps exist.

- Decide who and/or which department will take the lead role in coordinating the training.



**Server training often acts as a catalyst to provide a better understanding of liability and the strategies that can be used to better manage safer alcohol events.**

*See Resources, p. 233, to see how to arrange for server training.*

## **Collecting and Integrating History and Background Information**

This section of the policy provides residents, visitors and municipal politicians, including those who will be elected in the future, with information about the municipality's decision to develop and, later, to consolidate the MAP.

*See the Demonstration MAP, p. 14, for an example of history and background information.*

## **Reviewing Information on Current Administrative Practices**

- Select the protocols to follow in order to obtain permission to use a facility for a special occasion event.
- Determine the current reporting mechanisms that will be used to oversee your MAP.
- Review existing job descriptions and staff responsibilities to ensure that they are current and updated if necessary.



### ***Using Current Technology***

**Teleconferences can be used to link interested individuals as well as experts who may be located at some distance from your meeting site.**

**Does your municipality have a Web site? E-mail? You can use these to obtain feedback from interested community members and facility user groups.**

## Using the MAP Workbook to Draft Your Consolidated MAP

Refer to your checklist for “Consolidating Two or More MAPs.” If you have completed all of the tasks to the end of the “Gathering Information” section, you are ready to draft your consolidated policy.

The MAP Workbook will allow you to work directly with suggested components that will guide you in the drafting of policy statements that will meet the needs of your community.

The MAP Workbook suggestions also comply with the legal requirements stated in the Liquor Licence Act, the Occupiers’ Liability Act and the Criminal Code of Canada.



**Many components of the MAP Workbook have been obtained from the numerous MAPs adopted by Ontario municipalities since the 1980s.**

*See the Workbook, p. 99.*

*See “Bringing It All Together,” p. 87, to complete your revised MAP.*



## 6. Bringing It All Together

### Overview

The following is an overview of the steps to be followed in order to prepare the first and subsequent drafts of your Blue Ribbon MAP. This section is meant for those developing a MAP for the first time, those revising a MAP, and for those consolidating two or more MAPs.



**REMEMBER** to keep your **CHECKLIST** up to date.

#### ***A. Drafting Your Policy***

Using the Sampleville MAP as a template.

#### ***B. Assessing Your Policy***

Meeting the Blue Ribbon Standard

#### ***C. Sharing the Draft Policy with the Community***

There are many ways to get the community involved.

#### ***D. Presenting the Policy to Council for Approval***

Preparing and presenting.

## Drafting Your Policy

- You may wish to use the Sampleville Demonstration MAP as a template.
- Refer to your policy recommendations and rationales in the Workbook, p. 99, and prepare a first policy draft, a revised policy draft or a consolidated policy draft.
- Remember to include your history and community background information.

*Refer to the Sampleville MAP, p. 13, for formatting suggestions.*



**Insert the CD that will allow you to use the Sampleville MAP as a template.**

## Assessing Your Policy

Now that you have completed your Municipal Alcohol Policy draft, you will want to know if it meets the Blue Ribbon standard. To do this, use the Quality Measure Form (QMF).

Using the Quality Measure Form, read through your policy and calculate your total score according to the instructions provided.

*See the Toolkit, p. 197, for the Quality Measure Form (QMF) and instructions for use.*

Ask the following questions as you review the draft policy:

- Is each component complete?
- Is the document clear and easy to read and understand?
- How does it look on the page?
- Are there any inconsistencies or contradictions from one component to another?
- Check your total score.

Scored 70 or higher? **CONGRATULATIONS!**

Scored less than 70? **DON'T GIVE UP!** Just review the modules where the scores were lowest and try again. You're on the right track!



# Sharing the Draft Policy with the Community

There are many ways to get the community involved in reviewing the draft. For example:

- mailings to specific individuals, user groups and other interested residents, with a feedback form or questionnaire
- community meetings/forums
- user group meetings
- information booths in public locations
- media conferences.

Depending on the feedback from the community participants, changes and additions may be made if deemed appropriate by the team.



**Public meetings sometimes attract people who are not policy supporters.** Try to anticipate their questions and concerns and prepare valid, reasonable answers, for example:

Some will argue that the MAP will take away their right to drink.

**Response:** It is illegal to serve a person to intoxication or to serve someone who is already intoxicated. Drinkers at events will need to consume alcohol safely and respect the law if they wish to participate.

Some will say a MAP will make us more liable because of a new awareness regarding the law.

**Response:** Ignorance does not absolve one of being held accountable or of one's responsibilities under the law.

# Presenting the Policy to Council for Approval

When making a presentation to council, it is worthwhile to highlight the liability risks and how a MAP can reduce these risks. Letters of support and other positive feedback from the community will help your case.

Up until now, you have been providing council members with periodic update reports on the development of the policy. Provide the clerk or administrator with copies of the draft policy for advance distribution to council members. Present the revised policy draft to council. How this is done varies from community to community. Your clerk administrator will give the details on how this will proceed. Before passing the draft policy, council may require its own changes.

When council passes the MAP, this indicates:

- Council has decided to take the matter seriously.
- Council has agreed to implement all components of the MAP and to enforce the policy.
- Council has approved funds for items like: signs, posters, information brochures and training events.
- Municipal employees are mandated to implement and enforce the policy on council's behalf.

Once council has approved the MAP, rewrite the draft to reflect the change from “recommendation” to “regulation.”

There are two ways a council may adopt a MAP:

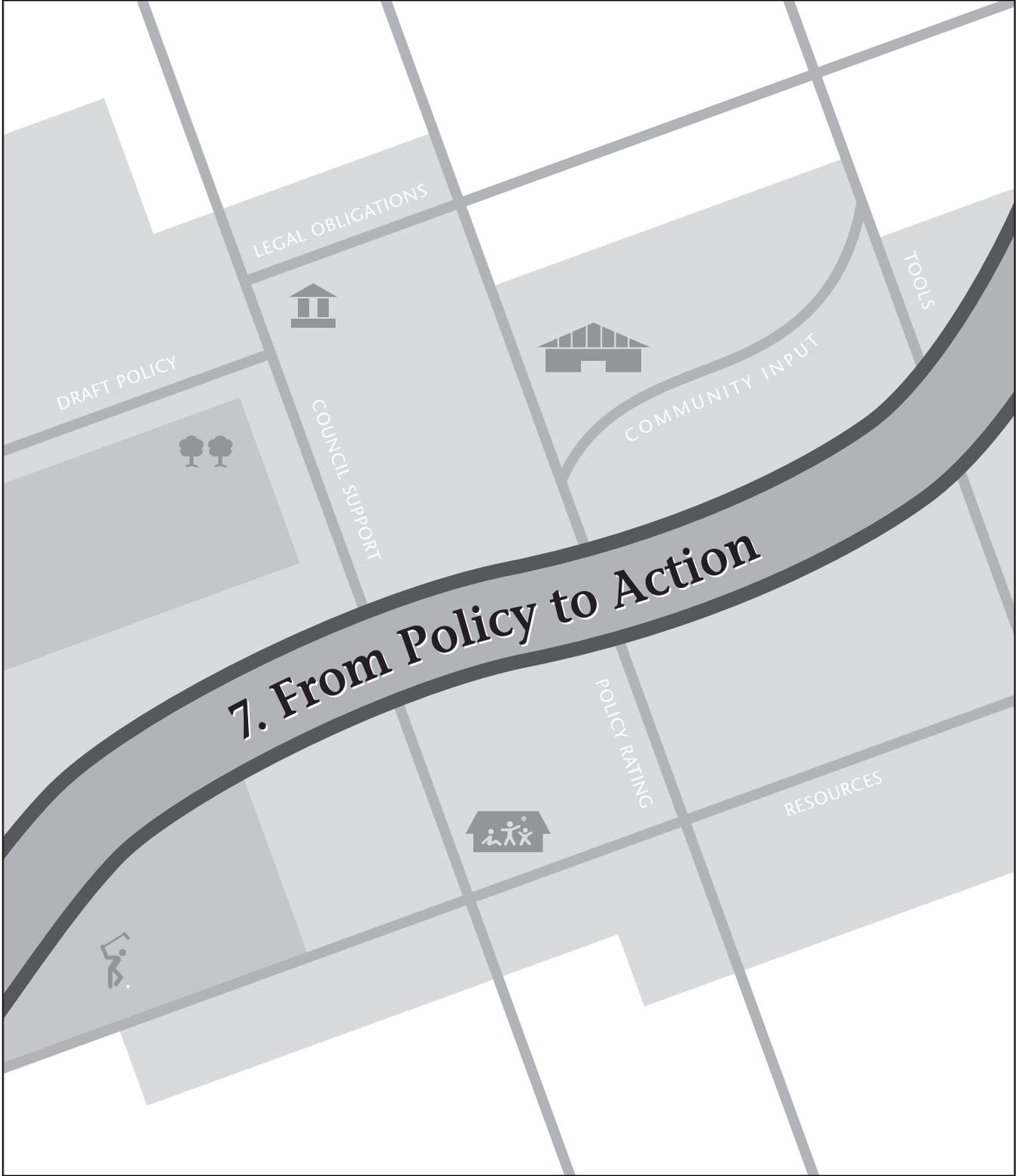
- as a departmental policy and/or
- as a municipal bylaw.

Many municipalities adopt the policy or components of the policy as a bylaw so that police have the authority to enforce policy regulations.



**Congratulations! You now have a Blue Ribbon MAP that will help you to better manage alcohol use in your indoor and outdoor facilities.**

*See From Policy to Action, p. 93.*



## 7. From Policy to Action



It's great news when council passes or reaffirms its support of the MAP. To be of value the MAP cannot sit on a shelf, where it could be forgotten. All of the components must be put into practice. The MAP must be implemented within the spirit and intent of the policy.



REMEMBER to keep your Checklist up to date.

## Overview

The following is an overview of the steps to be followed in order to keep your Blue Ribbon Policy operating as it was intended and to keep it up to date.

### *A. Implementation*

1. Preparing Your Implementation Plan
2. Tracking Your Implementation Activities

### *B. Providing Ongoing Policy Support*

1. Meeting Your Server Training Needs
2. Determining Policy Compliance
3. Determining Policy Impact
4. Reviewing and Revising Your MAP and Keeping It Updated

# Implementation

The implementation of the MAP could involve the ongoing participation of the entire policy team or the formation of a new team. If the latter, it is a good idea if one or two of the original policy team participate as they are more familiar with the policy's history and requirements.

## Preparing Your Implementation Plan

Using your Workbook notes and the implementation planning form provided, draft your implementation plan.

*See Toolkit, p. 198, for the implementation planning form.*

It is important to include the following in your plan:

- orienting staff and council members upon development/revision of MAP
- orienting newly elected council members and newly hired staff to the MAP
- revising job descriptions (if required)
- updating rental contracts (if required)
- drafting or revising MAP pamphlets
- ensuring that signs are in place and in good condition
- developing an information campaign to introduce your new or updated MAP to the community
- server training for staff and volunteers.

*See Resources, p. 233, for information on how to arrange for server training.*

Sample implementation materials have been provided in the Toolkit. You may adapt these to comply with your policy needs.

*See the Toolkit, p. 163, for sample implementation materials.*

## Tracking Your Implementation Activities

Use the tracking form to keep your implementation activities up to date and to make sure you have attended to all items. The form provided is a sample. Please adapt it to your own implementation plan.

*See the Toolkit, p. 200, for the implementation tracking form.*

---

# Providing Ongoing Policy Support

## Meeting your Server Training Needs

- Schedule server training events at least once each year so there will always be a supply of trained event workers available.
- Keep your list of server-trained staff and volunteers up to date.

## Determining Policy Compliance

At your policy review or when an unsuccessful event occurs, you will want to determine the answers to some questions in order to assess policy compliance. For example:

1. Do facility renters know what is required of them?
2. Have facility staff and event volunteers been adequately trained?
3. Are rental contracts and job descriptions up to date?
4. Are there enough workers present at each event?
5. Are the non-permanent signs being put up at events as required?
6. Are the doors/exits being monitored?
7. Can the event organizer and event workers be easily identified?
8. Is there illegal drinking (e.g., in dressing rooms, parking areas)?

## Determining Policy Impact

It may also be to your advantage to keep some records about the impact of your policy. Periodically, you should try to determine the answers to the following:

- Has there been a perceived or documented reduction in the number of people being served to intoxication?
- Has there been a perceived or documented reduction in alcohol-related problems such as fighting, property damage, vandalism, personal injury, impaired driving?

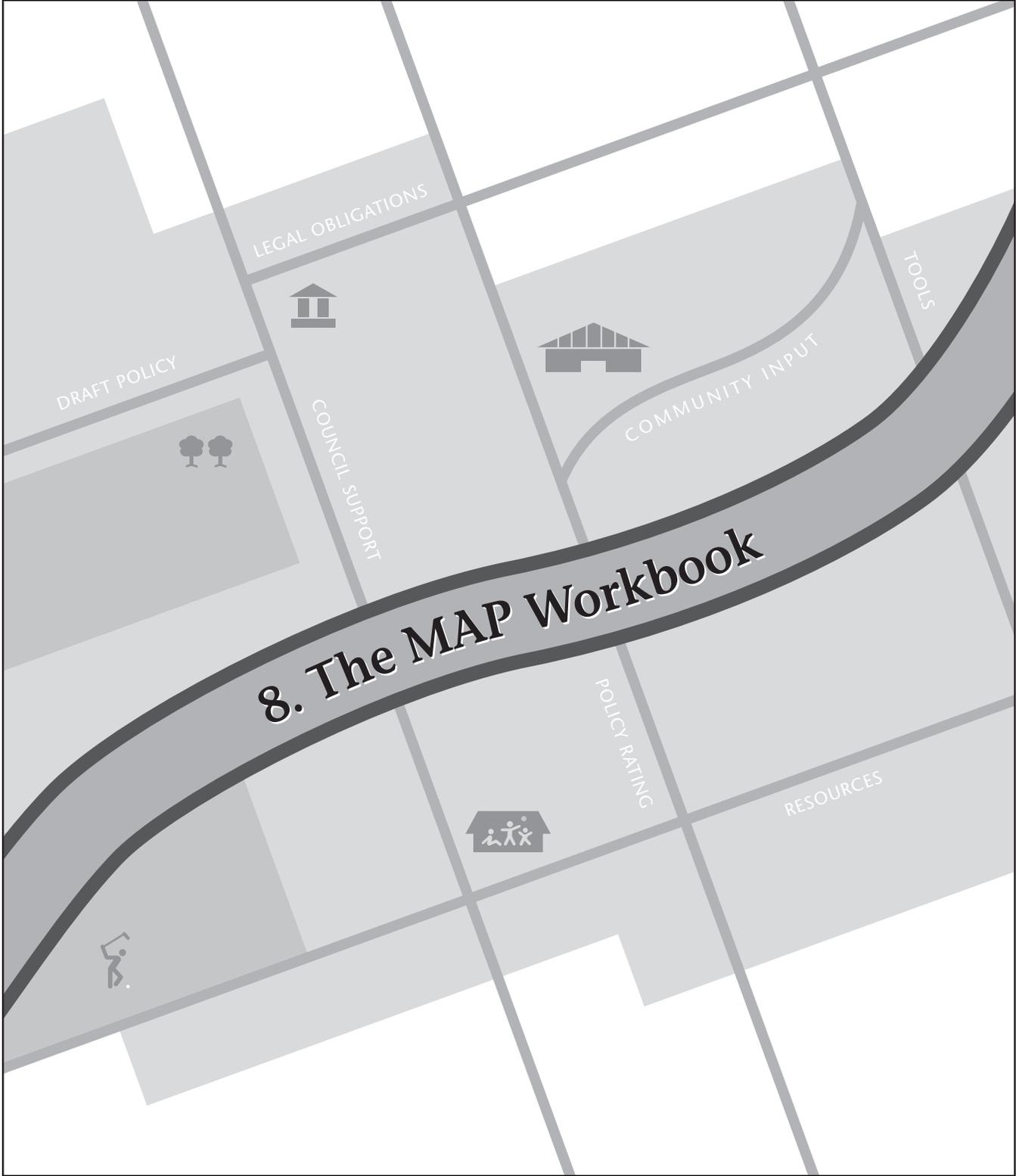
- Have the police been called as often as they were in the past?
- How have facility rentals been affected?

Share this good news with council and the community!

## **Reviewing and Revising Your MAP and Keeping It Updated**

Use the information you have gathered to review and revise your MAP.

*See Reviewing and Revising an Existing MAP, p. 53.*



## 8. The MAP Workbook

This workbook has been designed to provide you with suggested policy statements that support **the six key components** of a Blue Ribbon Policy.

Each suggested policy statement is accompanied by a suggested rationale. Some suggested implementation steps are provided at the end of each module. Should you insert recommendations that are not in the workbook, or if you live outside Ontario, please check your provincial, territorial or state liquor licence regulations to ensure that they are compatible.

Space has been provided for your team to draft your own policy recommendations, rationales and implementation steps.



**What you decide to include in your MAP, what you say and how you say it should represent the needs of your municipality while complying with the liquor licence laws.**

# Overview

## *Six Key Components of a Blue Ribbon MAP*

1. Designation of properties, facilities and events
2. Management practices
3. Prevention strategies
4. Enforcement procedures and penalties
5. Signs
6. Ongoing policy support

The steps to take are:

### ***A. Getting Ready***

1. What You Need to Get Started

### ***B. Drafting Your Policy Statements***

1. How to Use the MAP Workbook

### ***C. Designation of Properties, Facilities and Events***

1. Suggested Policy Statements and Rationales
2. Suggested Implementation Steps

### ***D. Management Practices***

1. Suggested Policy Statements and Rationales
2. Suggested Implementation Steps

### ***E. Prevention Strategies***

1. Suggested Policy Statements and Rationales
2. Suggested Implementation Steps

### ***F. Enforcement Procedures and Penalties***

1. Suggested Policy Statements and Rationales
2. Suggested Implementation Steps

### ***G. Signs***

1. Suggested Policy Statements and Rationales
2. Suggested Implementation Steps

### ***H. Ongoing Policy Support***

1. Suggested Policy Statements and Rationales
2. Suggested Implementation Steps

# Getting Ready



**Note: You may copy the workbook for each policy development team member.**

## What You Need to Get Started

1. Provide each team member with a photocopy of this Workbook.
2. Gather the information that you previously collected when working through the Toolkit:
  - facility inventory form
  - facility inspection form
  - event inventory form
  - other information, such as incident reports, which could be helpful in developing the MAP, and
  - reference materials.



**Don't forget to include information gathered from the community-at-large.**

# Drafting Your Policy Statements

## How to Use the MAP Workbook

1. Review the introduction to each key policy part and work through the suggested policy statements.
2. Think about every separate suggested policy statement and its accompanying rationale.
3. Use the resources and encourage group discussion.
4. Choose regulations that should be included in your policy.
5. Write your policy recommendations in the space provided in your Workbook.
6. Write your recommended rationale in the space provided in the Workbook.
7. Add new recommendations and rationales if they are needed.
8. Write related set up activities for each of the key part areas in the space provided at the end of the section.

## Designation of Properties, Facilities and Events



...to clearly state where alcohol may or may not be used.

This section will help your policy development team decide which properties, facilities and events should be eligible for alcohol use and to state when alcohol use is never allowed.

The facility inventory, inspection and event forms that you have already completed will give you a snapshot of your community's positive and negative experiences when alcohol was available. Use these forms to complete the following sections.

By designating facilities and events as eligible or not eligible for alcohol use, the municipality is providing a balance of social events for all community members.

## Suggested Policy Statements and Rationales

### Designating properties and facilities eligible for alcohol service

#### *Suggested policy statement*

The following areas are designated as eligible for alcohol use:

1. Community Centre
2. Floor surface of the arena during the summer
3. Municipal golf course clubhouse
4. Curling Club
5. Marina Lounge

#### *Your policy recommendation*

#### *Suggested rationale*

- The community centre is the principal facility used for social events.
- The community arena floor surface can accommodate large groups and is easily monitored.
- The municipal golf course clubhouse, the curling club and the marina lounge are currently licensed and meet the Liquor Licence Act requirements.

#### *Your recommended rationale*

## Designating properties and facilities not eligible for alcohol service

### *Suggested policy statement*

### *Your policy recommendation*

**The following areas are designated as not eligible for alcohol use:**

#### MARINE PARK FACILITIES

1. Patio deck
2. Waterfront patio
3. Boardwalk
4. Docks
5. Volleyball and horseshoe areas
6. Municipally owned green spaces and waterfront areas
7. Marine Park downstairs meeting room

#### COMMUNITY CENTRE/ARENA FACILITIES

1. Entrance lobby
2. Bleachers
3. Dressing rooms
4. Multi-Purpose Room

#### GOLF COURSE

1. Golf course — greens, fairways and other areas not specifically designated as eligible for alcohol service.

Note: In Ontario, golf courses with liquor licences can get a golf course endorsement which permits the sale of alcohol as specified in Regulation 719, section 75.1 of the Liquor Licence Act of Ontario.

#### PARKS NOT ELIGIBLE FOR ALCOHOL USE

1. All municipally owned parks, beaches and green spaces not specifically designated as eligible for SOP (Special Occasion Permit) events or alcohol use.

#### OTHER FACILITIES

1. All other municipally owned facilities and buildings not specifically designated as eligible for alcohol use.
2. Streets (e.g., for street parties)

***Suggested rationale***

- Players drinking illegally in dressing rooms or other recreational areas can injure themselves or others during a sports activity or when driving home.
- Illegally drinking in dressing rooms takes business away from legal, local tax-paying businesses.
- There is a history of illegal drinking, underage drinking and vandalism on waterfront and park sites.
- It is dangerous to mix water sports and activities with alcohol because drinkers are at a higher risk of injuring themselves on rocks and other obstructions, or drowning.
- Outdoor events are more difficult to supervise.
- Drinking in outdoor events where alcohol is permitted does not displace illegal drinking in other areas.
- Impaired driving applies to boats, snow machines, all-terrain vehicles, and other motorized vehicles.
- Impaired drivers could be leaving facilities where youth are participating in activities and at risk of injury.

***Your recommended rationale***

## Designating events not eligible for alcohol service

### *Suggested policy statement*

The following events are designated as not eligible for alcohol use:

1. Outdoor Events
  - adult sports activities, beer gardens
2. Family Events
  - sports tournaments
  - family days
3. Youth Events
  - sports banquets
  - sports activities
  - dances

### *Your policy recommendation*

### *Suggested rationale*

- Outdoor bars and beer tents may encourage consumption by those who would not normally drink alcohol in a park or family recreational area.
- It is harder to supervise outdoor events because the area surrounding the licensed area must also be supervised to prevent illegal drinking.
- It is dangerous to mix alcohol with outdoor recreational activities.
- Illegal drinking from cars and picnic coolers still takes place even if there are beer tents.
- Minor sports banquets and Family Day events are intended for young people and families.
- Adults supervise and drive young people to and from these events and should not be drinking and driving.
- If adults present don't drink, this sets a positive example for young people.

### *Your recommended rationale*

---

## Suggested Implementation Steps

- Include all policy statements in policy pamphlet to provide an easy-to-read and quick summary of the policy.
- Include all policy statements in rental agreement.

### *Other Implementation Steps*

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**Don't forget to refer to your Toolkit, p. 163, for implementation ideas.**

## Management Practices



...to help control how alcohol is used.

The goal of management practices is to keep people from becoming intoxicated during an event where alcohol is available. Many factors contribute to intoxication, but two of the most important ones are how much someone is served and how fast that person drinks.

Good management practices reduce how often and how much alcohol is served. This makes it less likely that participants will become intoxicated and injure themselves or others, and minimizes the risk of lawsuits. One of the most effective practices is to provide trained event workers, bartenders and supervisors. This reduces the risk of people being injured and the municipality being sued.



**When alcohol is served, social events must comply with provincial, territorial or state liquor laws. Violations can lead to charges and may result in the event being shut down or the permit being revoked. When events are usually troublesome, a facility can be declared ineligible for alcohol licensing.**



**“No person shall sell or supply liquor or permit liquor to be sold or supplied to any person who is or appears to be intoxicated.” Liquor Licence Act of Ontario, Section 29**

## Suggested Policy Statements and Rationales

### Event sponsor/permit holder responsibilities

<i>Suggested policy statements</i>	<i>Your policy recommendation</i>
<p>The permit holder must demonstrate to a municipal representative, by signing a form, that he or she understands the policy, will observe regulations, and that sufficient controls will be in place to ensure compliance with the policy.</p> <p>The permit holder and recreation staff must ensure the physical setting is safe for drinkers and non-drinkers before the event.</p> <p>All entertainment must be over by 1:15 a.m.</p> <p>Facilities must be vacated by 1:45 a.m. (Liquor Licence Act of Ontario).</p>	
<i>Suggested rationale</i>	<i>Your recommended rationale</i>
<ul style="list-style-type: none"> <li>• The municipal representative who approves the rental of a municipal facility to an individual or group must ensure that the group and/or individual is aware of the Municipal Alcohol Policy and its requirements.</li> <li>• The Liquor Licence Act of Ontario and the fire regulations require that hours of service be followed and physical areas be safe and not overcrowded.</li> </ul>	

## Proof of Special Event Permit

### *Suggested policy statement*

The permit holder must obtain a Special Occasion Permit (special event permit) from the Liquor Licence Board of Ontario (local liquor licensing authority) and must show proof of this to the recreation director at least five (5) days before the event.

### *Your policy recommendation*

### *Suggested rationale*

- The special event application states that the permit holder and the hall owner are jointly responsible for the safety and sobriety of those attending the event.
- In Ontario, alcohol may not be served in public areas without a Special Occasion Permit or a liquor sales licence.

### *Your recommended rationale*

## Proof of insurance

### *Suggested policy statement*

Permit holders must provide proof of liability insurance (\$1 million minimum) to the municipal representative at least 14 days before event.

### *Your policy recommendation*

### *Suggested rationale*

- Municipalities, along with rental groups, can be held jointly liable and could end up paying most of an award to a plaintiff should the sponsor be uninsured or not have enough assets or insurance.
- It is recommended that there be \$2 million in coverage.

### *Your recommended rationale*

## Proof of Server Training

### *Suggested policy statement*

In order to be eligible to rent a municipal facility, the permit holder must provide a list of event workers who have attended an approved server training course at least two weeks before the event, to the municipal representative.

### *Your policy recommendation*

### *Suggested rationale*

- To reduce the risk of a lawsuit you need not only the components of policy and its procedures, you also need to recruit appropriately trained supervisors and servers.
- This permits the municipal representative to verify that the designated number of event workers are server trained.
- This could provide the municipality with a list of trained servers that other groups could use to recruit volunteers or paid event workers.

### *Your recommended rationale*

## Attendance by permit holder or designate

### *Suggested policy statement*

The permit holder or designate identified on the permit must attend the event and be responsible for making decisions regarding the operation of the event.

### *Your policy recommendation*

### *Suggested rationale*

- Although police will be called if a situation becomes risky, it is the responsibility of the special occasion permit holder to ensure the event is properly managed.

### *Your recommended rationale*

## Proof of low-alcohol content beverage purchase

### *Suggested policy statement*

The permit holder must provide the municipal representative with a copy of the alcohol purchase receipt showing the purchase of the required minimum percentage of low-alcohol beverages.

### *Your policy recommendation*

### *Suggested rationale*

- The permit holder must comply with the policy requirements for providing low-alcohol content beverages.

### *Your recommended rationale*

## Police notification

### *Suggested policy statement*

The permit holder or municipal representative must notify police before a situation gets out of control.

### *Your policy recommendation*

### *Suggested rationale*

- Although police will be called if a situation becomes risky, the permit holder is responsible for ensuring an event is properly managed so that police assistance is not needed.
- Most licensed events are held on Friday or Saturday night, a prime time for other occurrences requiring police attention. This could result in a slower response time by police.
- If you tell police early about potential problems, it will be easier for them to make sure they are available if needed.

### *Your recommended rationale*

## Event Management Practices

### Alcohol liability insurance

#### *Suggested policy statement*

Permit holders must purchase a minimum of \$1 million (\$2 million suggested) in liability insurance, and provide proof of purchase to the municipal representative at least 14 days before the event.

#### *Your policy recommendation*

#### *Suggested rationale*

- By insisting on insurance, permit holders will be impressed with the reality of civil litigation.
- Damage awards have dramatically increased in recent years. Multi-million dollar damage claims are commonplace in cases of severe and/or permanent injuries.
- Case law indicates that judges and juries are sympathetic towards the injured plaintiff.
- Municipalities, along with rental groups, can be held jointly liable. The municipality could end up paying the greater share of an award to a plaintiff if the sponsor is uninsured or doesn't have enough assets or insurance.
- See insurance information provided in Resources.

#### *Your recommended rationale*

## Server-trained event workers

### *Suggested policy statement*

In order to be eligible to rent a municipal facility, the sponsor must demonstrate to the satisfaction of the municipal representative that all of the event servers, door supervisors, and floor supervisors have attended a server training course, endorsed by the (Liquor Licensing Authority). This applies whether alcohol will be sold or provided at no charge. Proof of server training certification must be provided.

### *Your policy recommendation*

### *Suggested rationale*

- Reducing the risk of liability requires not only the components of the policy, but also the recruitment of informed and skilled event workers.
- The municipality is morally obliged to inform volunteers of the potential for lawsuits, including personal liability, and to provide them with the tools to avoid them.
- Trained supervisors and servers are aware of their responsibilities and are more likely to intervene before problems occur.

### *Your recommended rationale*

## Events where alcohol is provided at no charge

### *Suggested policy statement*

When alcohol is provided at no charge, the event must have trained event workers.

### *Your policy recommendation*

### *Suggested rationale*

- Responsible service is always required, whether alcohol is sold or provided at no charge.

### *Your recommended rationale*

## Event worker ratio

### *Suggested policy statement*

Each event must have a clearly defined ratio of event workers (door supervisors, floor supervisors, bartenders) as defined in the policy (See the Toolkit, p. 163, for examples of worker ratio requirements and for event worker job descriptions)

### *Your policy recommendation*

### *Suggested rationale*

- A greater number of workers ensures that the event can be properly supervised at all levels, including door supervision, floor supervision, ticket selling and bartending.

### *Your recommended rationale*

## Entrance monitoring

### *Suggested policy statement*

Entrance monitored by two server-trained people of legal drinking age.

### *Your policy recommendation*

### *Suggested rationale*

- Controlling the door ensures that those attending the event are not underage, intoxicated or known troublemakers and therefore makes it less likely that problems will occur.
- Controlling the door ensures that the event is not overcrowded and meets fire department regulations.
- When two people monitor the door, each worker has a backup if someone is refused admission.
- A lone door supervisor could feel personal pressure to admit a close friend or relative who should be refused admission.

### *Your recommended rationale*

## Floor and exit supervision

### *Suggested policy statement*

Floor supervisors must be of legal drinking age and server trained, and the numbers of staff must comply with the suggested ratio of workers to participants. They must monitor the activity area as well as the exits and be available to ticket sellers who need help.

### *Your policy recommendation*

***Suggested rationale******Your recommended rationale***

Floor and exit monitors are responsible for:

- monitoring the activities during the event
- ensuring that exits are used appropriately
- ensuring that event participants do not engage in unsafe activities
- ensuring that participants do not smuggle in alcohol
- ensuring that underage people do not enter the event via the exit doors
- ensuring that ticket sellers have backup if they run into hostile people, and
- refusing to sell to those nearing intoxication or who object to a limit on ticket sales.

**Ticket sellers*****Suggested policy statement******Your policy recommendation***

At least two server-trained people of legal drinking age or older will be designated to sell tickets.

***Suggested rationale******Your recommended rationale***

- Selling tickets slows down the rate of consumption, as people are required to make two stops before getting their drinks.
- It allows ticket sellers to assess whether someone is sober without having to serve as well.
- It gives the server a chance to look for signs of intoxication and to read the climate of the event.
- Ticket sellers are less likely to feel pressured or to provide favours to ticket buyers.

## Ticket limit

### *Suggested policy statement*

Tickets must be purchased from a designated ticket seller and redeemed at the bar; maximum 4 tickets per purchase per person.

### *Your policy recommendation*

### *Suggested rationale*

- Since consuming large numbers of drinks results in intoxication, limiting ticket sales helps to prevent overdrinking.
- This reduces the buying of table rounds (buying drinks for a group), which can contribute to overdrinking.
- When event participants make frequent trips to buy tickets, the ticket sellers and floor monitors can observe for signs of intoxication.

### *Your recommended rationale*

## No last call

### *Suggested policy statement*

There will be no last call. Entertainers/DJs will be told that there is to be no last call.

### *Your policy recommendation*

### *Suggested rationale*

- Last call usually results in rapid drinking at closing time and can result in high blood alcohol levels that may peak after the event and lead to impaired driving.
- Entertainers and DJs often announce last call without being asked to do so.

### *Your recommended rationale*

## No-alcohol consumption by permit holder

### *Suggested policy statement*

The permit holder is responsible for the event, so cannot drink alcohol before or during the event.

### *Your policy recommendation*

### *Suggested rationale*

- If the permit holder had been drinking and an accident occurred, she or he would be less likely to identify and respond to a problem and it could be hard to prove to investigators, trial lawyers or jurors that she or he was in control of the event.

### *Your recommended rationale*

## No-alcohol consumption by event workers

### *Suggested policy statement*

Event workers must not drink alcohol before and during the event. Workers may drink alcohol after their work responsibilities have ended for the day.

### *Your policy recommendation*

### *Suggested rationale*

- If event workers were allowed to drink alcohol, they would be less likely to identify and respond to a problem and it could be hard to prove to investigators, trial lawyers or jurors that they were in control of the event.

### *Your recommended rationale*

## Worker visibility

### *Suggested policy statement*

All event workers are to wear highly visible identification approved by the municipality.

### *Your policy recommendation*

### *Suggested rationale*

- This makes it easy for participants to quickly identify and alert an event worker when they need help or to report a problem.

### *Your recommended rationale*

## Acceptable identification

### *Suggested policy statement*

The only acceptable identification for purposes of the sale/service of alcohol is government-approved photo identification, e.g., driver's licence, passport, health card with photo.

### *Your policy recommendation*

### *Suggested rationale*

- Photo identification provides a more reliable form of identification and is usually more difficult to tamper with.

### *Your recommended rationale*

## Special security requirements

### *Suggested policy statement*

The municipality reserves the right to hire at least two police officers or security personnel during an event, with the sponsoring group or individual paying the cost.

### *Your policy recommendation*

### *Suggested rationale*

- This practice would be particularly beneficial at events where a large number of people are expected to attend or where there is a perceived risk of problems occurring.
- The presence of off-duty police officers in uniform could act as a deterrent to potential troublemakers.

### *Your recommended rationale*

## Youth admission to adult events

### *Suggested policy statement*

When alcohol is available, persons under the legal drinking age shall not be admitted to social events, except in the case of a family occasion such as a wedding or an anniversary.

### *Your policy recommendation*

***Suggested rationale******Your recommended rationale***

- There is a high risk of underage drinking when youth are admitted to licensed events.
- Youth of legal drinking age may provide alcohol to their underage friends.
- This practice increases the municipality's liability risk.
- At family events such as weddings and anniversaries, it would be difficult to prohibit youth from being admitted and renters would like all family members to participate.

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## Other Options You May Wish to Consider

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**Coat checking*****Suggested policy statement******Your policy recommendation***

A coat check system must be in place.

***Suggested rationale******Your recommended rationale***

- This will deter participants from sneaking or smuggling in their own alcohol.
- This allows supervisors to verify that participants leaving the event are not intoxicated.

## Masquerade events

### *Suggested policy statement*

Event workers must check the identification of all participants at masquerade events.

### *Your policy recommendation*

### *Suggested rationale*

- Masquerade events can encourage participants to behave inappropriately since they might not be recognized.
- By unmasking, standards of behaviour are less likely to change.
- By unmasking, event workers can ensure proper identification and proof of age.

### *Your recommended rationale*

## Other Options You May Wish to Consider

### Leasing of municipal facilities

#### *Suggested policy statement*

Where municipal facilities are leased to an external management group, the lease holder's employees must have received server training.

#### *Your policy recommendation*

#### *Suggested rationale*

- To reduce the risk of liability the lease holder must recruit informed and skilled event workers.
- The lease holder is morally obliged to inform volunteers of the potential for litigation and to give them the tools to avoid such action.
- Trained supervisors and servers are aware of their responsibilities and are more likely to intervene before problems occur.

#### *Your recommended rationale*

## Documentation — event summary reports

### *Suggested policy statement*

Permit holders need to complete an event summary report form for each event and return it to the designated municipal representative the next working day after the event.

### *Your policy recommendation*

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### *Suggested rationale*

- It is important to record all incidents if there is a policy infraction or illegal action.
- Documentation does not absolve event workers and permit holders from their responsibility to uphold the law.

### *Your recommended rationale*

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## Additional strategies that would benefit our community

### *Your policy recommendation*

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### *Your recommended rationale*

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### *Your policy recommendation*

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### *Your recommended rationale*

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## Suggested Implementation Steps

- Include all policy management statements in policy pamphlet.
- Include a requirement to abide by all policy statements in the rental agreement.
- The municipality is to arrange for or conduct at least two provincially approved server training courses per year, open to all facility staff, event workers and user groups.
- If necessary, revise the description of facility staff and event worker job duties and responsibilities to comply with policy requirements.
- Describe event workers' job duties and responsibilities to all facility user groups.
- Each event should be monitored periodically by a municipal representative.
- Orient facility staff to policy requirements.
- Develop identification products for municipal staff and event volunteers (e.g., name tags, hats, vests, etc.).

### *Other Implementation Steps*

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**Don't forget to refer to your Toolkit, p. 163, for implementation ideas.**

# Prevention Strategies



...to prevent harm.

The goal of the prevention strategies is to prevent harm that could result from drinking too much alcohol. For example, the use of the “standard drink” prevents overserving and the potential of breaking the law by serving to intoxication. Providing low-alcohol and no-alcohol content beverages and prohibiting high alcohol content drinks, such as extra-strength beer, will help to prevent intoxication.

## A Standard Drink



**BEER**  
341 mL  
12 oz  
5%

=



**WINE**  
142 mL  
5 oz  
12%

=



**LIQUOR**  
43 mL  
1-1/2 oz  
40%

Alcohol by volume



**“An occupier of premises owes a duty to take such care as in all the circumstances of the case is reasonable to see that persons entering on the premises, and the property brought on the premises by those persons are reasonably safe while on the premises.” Ontario Occupiers’ Liability Act, Section 3 (1)**

## Suggested Policy Recommendations and Rationales

### Safe transportation

#### *Suggested policy statement*

Before receiving rental privileges at municipal facilities for licensed functions, permit holders will need to demonstrate to the satisfaction of the municipal representative that a safe transportation strategy will be implemented. This will include one or more of the following:

- A) SOBER DRIVER SPOT CHECK AWARENESS
- Post wall and/or table signs and/or print messages on paper serving cups that encourage and thank participants for not driving after drinking and to remind them that the police may have roadside spot-checks in place.
- B) DESIGNATED DRIVER
- Advertise designated driver program at event, and,
  - Identified designated drivers (wearing button or other identification) receive free no-alcohol drinks (such as coffee, pop, juice).
- C) ALTERNATIVE TRANSPORTATION OPTIONS
- Have sponsor drive intoxicated participant home and/or,
  - Call a friend, relative, or taxi to help intoxicated driver and/or, if necessary, warn the impaired driver and call the police.
  - This applies not only to cars and trucks, but also to all motorized vehicles, including boats, snow machines, all-terrain vehicles, etc.

#### *Your policy recommendation*

***Suggested rationale***

- An impaired driver leaving an alcohol-related event poses a great public safety and liability risk.
- By ensuring that event participants have safe transportation when leaving a social event the risk of liability and harm to themselves or others is reduced.
- Awareness of police spot checks raises the threat of possible apprehension and could reduce excessive drinking.
- The positive tone of the “RIDE Awareness” sign reinforces responsible behaviour by the majority of drivers.

***Your recommended rationale*****Safe beverage containers*****Suggested policy statement***

All bottles must stay within the bar area. All drinks must be served in disposable paper or plastic cups.

***Your policy recommendation******Suggested rationale***

- It is safer to use paper/plastic cups because:
  - If a drink is dropped, paper and plastic cups do not break.
  - Individuals might be less hesitant about asking for a non-alcohol or light drink if their choice remained “anonymous” in a plastic/paper cup.
  - If a patron becomes hostile, a broken beer bottle cannot be used as a weapon.

***Your recommended rationale***

## Providing low-alcohol drinks

### *Suggested policy statement*

At least 35% of the available alcohol will consist of low-alcohol (4% beer) or extra-light (2.5% beer) beverages.

### *Your policy recommendation*

### *Suggested rationale*

- 1 1/2 oz. of 40% spirits, 5 oz. of 12% table wine and 12 oz. of 5% beer all contain equal amounts of pure alcohol. This is known as a “standard drink.”
- Low-alcohol drinks mean:
  - Less absolute alcohol is consumed.
  - Heavy drinkers can socialize throughout the evening without becoming intoxicated.
  - If low-alcohol drinks are available, impaired driving is less likely.

### *Your recommended rationale*

## Providing no-alcohol drinks

### *Suggested policy statement*

No-alcohol drinks must be available at no charge or at a cost much lower than that of drinks containing alcohol. When wine is provided with a meal, a no-alcohol substitute, such as ginger ale or sparkling fruit juice, must be provided.

### *Your policy recommendation*

***Suggested rationale***

- Having no-alcohol drinks on hand supports the designated driver program.
- Having no-alcohol drinks on hand ensures that abstainers feel included in the event.
- No-alcohol drinks provide “spacer rounds” and help to prevent intoxication.
- Having a no-alcohol choice on hand at weddings ensures that children and abstainers are included in toasting the celebrants.

***Your recommended rationale*****No extra-strength alcohol beverages*****Suggested policy statement***

The permit holder must ensure that only standard drinks will be served. No extra-strength alcohol drinks will be provided. A standard drink is: 12 oz. 5% beer; 5 oz. 12% wine, 1-1/2 oz. 40% spirits.

***Your policy recommendation******Suggested rationale***

- Extra-strength alcohol drinks make it difficult to monitor the number of standard drinks served to participants.
- People become intoxicated more quickly.
- The event earns the same revenue whether low-alcohol or extra-strength drinks are sold.
- Extra-strength drinks lead to rapid intoxication and to the need to remove people from the event. This could lead to conflict among the participants.

***Your recommended rationale***

## Provision of food

### *Suggested policy statement*

Food shall be provided beginning no later than 8 p.m. and must not be removed until 12:45 a.m.  
Chips, peanuts and other snacks do not qualify as food. Food should consist at least of sandwiches, cheese, vegetables and dip.

### *Your policy recommendation*

### *Suggested rationale*

- The Liquor Licence Act states: “The permit holder shall not sell or serve liquor unless there is a supply of food sufficient to serve the persons attending the event to which the permit applies.” (Reg. 389/91, s. 27)
- High-protein foods help to slow down the absorption of alcohol into the bloodstream and may therefore delay the onset of intoxication.
- Early food service acts as a substitute for drinking, therefore, people drink less.

### *Your recommended rationale*

## No excessive drinking activities

### *Suggested policy statement*

No practices that encourage increased drinking, i.e., oversize drinks, double shots, pitchers of beer, drinking contests, volume discounts.

### *Your policy recommendation*

### *Suggested rationale*

- If people are drinking non-standard drinks it is difficult for staff to monitor consumption.

### *Your recommended rationale*

## Redeemable tickets

### *Suggested policy statement*

Unused tickets must be redeemed for cash at any time during or at the end of the event.

### *Your policy recommendation*

### *Suggested rationale*

- Participants may not do this because they are supporting the fundraising cause and making a donation.
- This practice could help avoid a confrontation with a patron who may be nearing intoxication but who wants to buy more drinks in order to get his/her “money’s worth.”
- This practice could help prevent stockpiling drinks toward the end of the evening.
- With no last call, people could feel cheated if they haven’t used their tickets.

### *Your recommended rationale*

## Alcohol advertising

### *Suggested policy statement*

In all municipal facilities where children and youth are allowed entry, advertising and posters that promote alcohol products or brand names are prohibited.

### *Your policy recommendation*

***Suggested rationale***

- Alcohol advertising is designed to encourage and promote the use of alcohol. Since it is illegal for people under the age of 19 to consume alcohol products, it is better not to use alcohol advertising in areas where there are a lot of young people.
- Promoting alcohol products is inconsistent with the municipality's desire to provide a positive example to underage participants who use recreational facilities.

***Your recommended rationale***


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## Other Options You May Wish to Consider

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### Commercial liquor licence applications

***Suggested policy statement***

When approving a liquor licence application submitted to the Alcohol and Gaming Commission, council shall only recommend approval if the applicant (restaurant, lodge, store, etc.) develops an operating policy similar to the municipality's.

***Your policy recommendation******Suggested rationale***

- Liquor Licensing Authorities customarily request that a municipality express its position when a private entrepreneur applies for a liquor licence.
- The municipality has taken an important step in preventing alcohol problems at municipal events and in municipal facilities and now asks that private establishments do the same.

***Your recommended rationale***

## Additional Strategies That Would Benefit Our Community

*Your policy recommendation*

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*Your recommended rationale*

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*Your policy recommendation*

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*Your recommended rationale*

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## Suggested Implementation Steps

- Include all policy prevention statements in the policy pamphlet.
- Post wall and/or table signs that encourage and thank patrons for not drinking and driving
- Advertise designated driver program at event
- Provide appropriate identification for designated drivers.
- Provide free no-alcohol drinks for designated drivers.

*Other Implementation Steps*

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Don't forget to refer to your Toolkit, p. 163, for implementation ideas.

## Enforcement Procedures and Penalties



...when rental groups won't play by the rules.

This component of a MAP spells out the procedures to follow when handling policy infractions. It includes both short-term and long-term penalties for user groups and permit holders. For example, even though a previously troublesome renter or group gets a special event permit, the municipality does not have to rent the facility to them.

To get the best results, enforcement procedures must be handled fairly and applied equally so that people in the community are aware that sanctions will be invoked when necessary. Council will tend to support the administrative decisions and actions taken by their staff. However, the policy provides the option for offenders to appeal their penalty.



**Remember... it is the responsibility of the permit holder and event workers to ensure that the policy is followed.**

## Suggested Policy Statements and Rationales

### Procedures for Handling Infractions

#### ***IMMEDIATE PROCEDURES***

#### ***Suggested policy statements***

Event workers must report any infraction of this policy to the designated municipal staff as soon as possible within 24 hours of the occurrence, or by the start of the next working day, and complete an incident report form.

Event staff must report any infraction of this policy to police whenever they believe such action is needed.

The designated municipal representative must close down an event when there are MAP or Liquor Licence Act infractions previously requested for correction, but that are not corrected by the permit holder. When participants are found to be drinking alcohol in restricted areas such as changing rooms, the municipal representative will step in and ask them to stop. If the illegal drinking continues, police are to be called.

#### ***Your policy recommendation***

#### ***Suggested rationale***

- It is important that a clear set of interventions be developed and consistently applied.
- This practice ensures that user groups and participants see that the policy is fair, consistent and enforced when required.

#### ***Your recommended rationale***

**SHORT-TERM PROCEDURES*****Suggested policy statements***

The recreation committee will review all reported infractions at their next meeting. The recreation director or designated municipal representative will send a registered letter to the permit holder, describing the problem and telling the group that they will not be allowed to rent facilities for the next scheduled rental or event.

The group/team's rental privileges for the next scheduled rental or event (alcohol or no-alcohol) will be cancelled.

Penalized groups will only be able to rent facilities in future if they demonstrate to municipal staff that they will follow all policy regulations at future functions.

***Your policy recommendation******Suggested rationale***

- Individuals or groups who refuse to comply with the MAP need to be made aware that sanctions will be invoked if necessary.
- Those who contravene the MAP present a high risk of incurring liability not only for themselves but also for the municipality.

***Your recommended rationale***

**LONG-TERM CONSEQUENCES*****Suggested policy statement***

When a permit holder contravenes the MAP after receiving a second warning, the permit holder and sponsoring group will not be allowed to rent municipally owned facilities for at least one year.

If a permit holder, team or group contravenes the municipality's MAP a third time, they will be permanently barred from renting municipally owned facilities unless the decision is overturned through an appeal to council.

Event workers who contravene the municipality's MAP will be removed from the server-trained workers' list for one year. Event workers who contravene the MAP a second time will be removed from the server-trained workers' list for one year and will be required to obtain further server training.

If an event worker contravenes the MAP a third time, she or he will be permanently barred from working at events held in the municipality.

***Your policy recommendation******Suggested rationale***

- Repeated infractions indicate that the individual or group refuses to comply with the MAP.
- Some groups will test the MAP. It is important to apply the penalties consistently.
- Groups who repeatedly contravene the MAP present a high risk of incurring liability not only for themselves but also for the municipality.

***Your recommended rationale***

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## Additional strategies that would benefit our community

*Your policy recommendation*

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*Your recommended rationale*

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*Your policy recommendation*

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*Your recommended rationale*

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## Suggested Implementation Steps

- Orient facility staff on how to enforce the MAP.
- Describe these steps and penalties in the policy pamphlet and rental agreement.

## Other Implementation Steps

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Don't forget to refer to your Toolkit, p. 163, for implementation ideas.

## Signs

...to provide authority and information.



A very good way to inform people about your policy and the various components of it is to erect highly visible signs. Signs provide authority to servers and supervisors should they have to refuse service to consumers and reinforce the Liquor Licence Act and regulations. Signs also inform participants that there are procedures for making complaints. Ideal locations for signs are at the entrance, exit and in the bar areas. It is preferable to install permanent signs

Positive messages reinforce the perception that the MAP is a desirable community asset.

## Suggested Policy Statements and Rationales

### Statement on intoxication

#### *Suggested policy statement*

A highly visible wall sign is to be located in bar areas. E.g.: “The Municipality of

\_\_\_\_\_ strives to provide recreation facilities for the enjoyment of all members of the community. Servers are required by law not to serve an intoxicated person or to serve anyone to the point of intoxication.

Low-alcohol beverages, coffee, soft drinks, and food items are to be made available upon request.”

#### *Your policy statement*

#### *Suggested rationale*

- Signs provide authoritative support to servers and supervisors should they have to refuse service to consumers approaching intoxication.
- This message is consistent with the regulation, which requires a sufficient quantity of low-alcohol beverages.
- This message shows that the sponsor is aware of the Liquor Licence Act and of the Municipal Alcohol Policy.
- This message is consistent with the special event permit application which states that the permit holder and the facility owners are jointly responsible for the “safety and sobriety of the people attending the event” (in Ontario).
- A positive message will reinforce the perception that the Municipal Alcohol Policy is a desirable asset to the community and supports the idea that becoming intoxicated is not a desired community norm.

#### *Your recommended rationale*

## Sober driver spot checks

### *Suggested policy statement*

A highly visible wall sign is to be located at the main exits. E.g., "Sober Driver Spot Check (i.e. R.I.D.E.):

The local detachment of the Ontario Provincial Police "Reduce Impaired Driver Everywhere (RIDE)" program thanks you for helping to reduce impaired driving everywhere in (insert your community's name). We look forward to personally thanking you at one of our spot-checks for leaving this event a Sober Driver."

### *Your policy statement*

### *Suggested rationale*

- This sign politely informs participants that police regularly conduct roadside sobriety spot-checks. As a result, drivers are aware of the threat that they could be stopped by police if they drink and then drive.
- This sign supports the non-drinking and driving behaviour of law-abiding citizens.

### *Your recommended rationale*

## Accountability

### *Suggested policy statement*

A highly visible wall sign is to be located at main exits and in bar areas.  
The sign will name the sponsor of the event and will give the address and telephone number of the municipal offices and the local police service, so participants will know where to direct any concerns they may have regarding the event (See Example in Sampleville Policy).

E.g.:

Municipality of Sampleville Special Event  
Name of Permit holder and rental  
group: \_\_\_\_\_:

Ontario Provincial Police: 1-800-555-5555  
Sampleville Police: 777-1010  
Sampleville Municipal Offices: 777-5555  
Alcohol and Gaming Commission of  
Ontario: 1-800-522-2876

### *Your policy statement*

### *Suggested rationale*

- This sign informs participants that there is a procedure for lodging complaints even if police or security are not present at the event.

### *Your recommended rationale*

## Alcohol-free areas

### *Suggested policy statement*

All problem areas in municipal facilities and parks where alcohol use is not permitted will be clearly posted.  
E.g., "Alcohol is not permitted in this area."

### *Your policy statement*

---

### *Suggested rationale*

- Many of these areas, such as arena dressing rooms, have never been eligible for Special Occasion Permit events, but some individuals and/or groups have a history of drinking in these locations. This sign is intended to make clear that drinking alcohol illegally will no longer be tolerated.

### *Your recommended rationale*

---

## Alcohol ticket sale limit

### *Suggested policy statement*

Post a sign at the alcohol ticket sales table outlining the regulations.

E.g.,

“No more than 4 tickets per purchase per person; ticket sales end at 12:30 a.m.”

### *Your policy statement*

### *Suggested rationale*

- This sign supports the ticket sellers who are responsible for enforcing the ticket sales regulations.
- Consuming large numbers of drinks results in intoxication; therefore, limiting ticket sales helps to prevent overdrinking.
- This reduces the buying of table rounds, which can contribute to overdrinking.
- When event participants make frequent trips to buy tickets, ticket sellers and floor monitors can observe for signs of intoxication.

### *Your recommended rationale*

## Entry I.D. requirement

### *Suggested policy statement*

Signs must be posted near entrances and in bar areas designated as eligible for alcohol use which read, e.g.:

“In (community name) you must be (legal drinking age) or older to attend a Special Occasion Permit Event. The only acceptable proof of age is photo identification.”

You may wish to add: “Exceptions may be made in the case of a family occasion such as a wedding or an anniversary. However, alcohol must not be served to people under the legal drinking age.”

### *Your policy statement*

### *Suggested rationale*

Note: In Ontario, the legal drinking age is 19.

- This sign informs participants that door supervisors are authorized to ask for identification from participants who want to be admitted but who appear to be under the legal drinking age. Ideal locations for this sign are:
  - at the entrance, to give support to staff screening for underage people
  - in the bar area, to provide support to bar staff.

### *Your recommended rationale*

## Designated driver recognition

### *Suggested policy statement*

A sign will be posted in all facilities designated as eligible for SOP events, that thanks designated drivers for contributing to the health and safety of their friends and the community at large.

E.g.,

“We appreciate our Designated Drivers and thank them for their contribution to the health and safety of their friends and the community. In recognition of your contribution, we are pleased to offer you free coffee and soft drinks.”

### *Your policy statement*

### *Suggested rationale*

- Providing free no-alcohol drinks to designated drivers is less costly than a lawsuit resulting from intoxicated participants drinking and driving.
- This practice encourages individuals to help take care of participants.

### *Your recommended rationale*

## Other Options You May Wish to Consider

### No last call

#### *Suggested policy statement*

A sign will be located at the entrance to the halls in facilities designated eligible for a special event permit, showing that there will be no last call before the bar closes.  
E.g., "There will be no last call."

#### *Your policy statement*

#### *Suggested rationale*

- This sign indicates clearly that the municipality is committed to safe serving practices and that last minute "stocking up" will not be permitted.
- Last call usually results in rapid overconsumption and results in high blood alcohol levels that may peak after an event and lead to impaired driving.

#### *Your recommended rationale*

## Fetal alcohol syndrome

### *Suggested policy statement*

The following sign will be displayed in all areas where alcohol is served to inform participants of the risks of fetal alcohol syndrome.

E.g., "Fetal Alcohol Syndrome and Fetal Alcohol Effect are preventable. Give your child a good start. If you are pregnant or breastfeeding, please do not drink alcohol."

### *Your policy statement*

### *Suggested rationale*

- Alcohol is harmful to the fetus and to children.
- Fetal Alcohol Syndrome (FAS) and Fetal Alcohol Effects (FAE) are totally preventable yet irreversible conditions that can result in physical and mental abnormalities.
- Nursing mothers who drink alcohol transfer alcohol to their baby through their milk.

### *Your recommended rationale*

## Additional Signs That Would Benefit Our Community

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*Your policy recommendation*

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*Your recommended rationale*

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*Your policy recommendation*

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*Your recommended rationale*

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### Suggested Implementation Steps

- Determine suitable locations for each sign.
- Install signs.

### *Other Implementation Steps*

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Don't forget to refer to your Toolkit, p. 163, for implementation ideas.

# Ongoing Policy Support



This component is intended to support the development of an implementation plan for your MAP. It will also contain provisions for monitoring the policy as well as for an annual policy review and revision if needed.

Once implemented, a MAP must keep responding to the community's changing needs and expectations and to the Liquor Licence Act.

## Suggested Policy Statements and Rationales

### Policy implementation

#### *Suggested policy statement*

An implementation plan is to be developed within three months and implemented over the next year.

#### *Your policy recommendation*

#### *Suggested rationale*

- A publicity campaign will inform the community about the policy.
- Most people are law-abiding citizens and will voluntarily follow the rules when given enough information.

#### *Your recommended rationale*

*See Policy Administration at the end of this section for suggested policy statements to support the administration of your MAP.*

## Policy review

### *Suggested policy statement*

Based on information gathered from event organizers, facility staff and event participants, an ad hoc team shall review the MAP annually.

### *Your policy recommendation*

### *Suggested rationale*

- This allows the policy to be amended to meet changing community needs, the addition of new facilities and program demands.
- This allows adjustments to future changes to the Liquor Licence Act.

### *Your recommended rationale*

## Policy Administration

### Alliances with neighbouring communities

#### *Suggested policy statement*

The municipality will inform neighbouring communities about their MAP.

#### *Your policy recommendation*

#### *Suggested rationale*

- This process will help municipalities share important information.
- This will alert neighbouring communities that problem groups may use their facilities if they don't have a MAP in effect.
- Sharing MAPs could result in developing mutually beneficial regulations.

#### *Your recommended rationale*

## Municipal inspection of events

### *Suggested policy statement*

At least one municipal representative with authority to demand correction or shut down an event on behalf of the municipality will periodically monitor each event.

### *Your policy recommendation*

### *Suggested rationale*

- Having a municipal representative present could make it easier to correct potentially risky situations earlier.
- Event organizers will be informed of the likelihood of inspection to ensure the policy is being followed.
- The special event application states that the permit holder and the hall owner are jointly responsible for the safety and sobriety of those attending the event.
- Choosing several people to represent the municipality at special events would ensure there is at least one municipal representative present.

### *Your recommended rationale*

## Policy compliance

### *Suggested policy statement*

The permit holder must demonstrate to a municipal representative that she or he understands the policy, will observe its regulations, and that there are enough controls in place to assist in ensuring compliance to the policy.

### *Your policy recommendation*

### *Suggested rationale*

- The municipal representative who approves the rental of a municipal facility to an individual or group must ensure that the group and/or individual is aware of the Municipal Alcohol Policy and of the controls required to facilitate its implementation.

### *Your recommended rationale*

## Proof of Special Event Permit

### *Suggested policy statement*

The permit holder must obtain a Special Occasion Permit from the Liquor Licence Board of Ontario and must show proof of this to the recreation director at least five (5) days before the event.

### *Your policy recommendation*

### *Suggested rationale*

- In Ontario, alcohol may not be served in public areas without a Special Occasion Permit or a liquor sales licence.

### *Your recommended rationale*

## Proof of insurance

### *Suggested policy statement*

Permit holders must give proof of liability insurance (at least \$1 million) to the municipal representative at least 14 days before the event.

### *Your policy recommendation*

### *Suggested rationale*

- Municipalities, along with rental groups, can be held jointly liable and could end up paying the largest share of an award to a plaintiff if the sponsor is uninsured or does not have enough assets or insurance.
- It is recommended that there be at least \$2 million in coverage.

### *Your recommended rationale*

## Proof of server training

### *Suggested policy statement*

In order to be eligible to rent a municipal facility, the permit holder must give a list of event workers who have attended an approved *server training* course at least two weeks before the event, to the municipal representative.

### *Your policy recommendation*

***Suggested rationale***

- To reduce the risk of a lawsuit you need to have not only the policy and its procedures in place, you also need to recruit properly trained supervisors and servers.
- This allows the municipal representative to verify that the designated number of event workers are server trained.
- This could provide a list of trained servers that other groups could use to recruit volunteers or paid event workers.

***Your recommended rationale*****Proof of low-alcohol content beverage purchase*****Suggested policy statement***

The permit holder must give the municipal representative a copy of the alcohol purchase receipt showing the purchase of the required minimum 35% of low-alcohol beverages.

***Your policy recommendation******Suggested rationale***

- Low-alcohol beverages do not intoxicate as quickly.
- When the same price is charged for a low-alcohol drink (2.5% to 4% beer) as a regular beer (5%), the profits are maintained and heavy drinkers can socialize all evening without getting intoxicated.
- Low-alcohol options help to reduce impaired driving.

***Your recommended rationale***

## Attendance by permit holder or designate

### *Suggested policy statement*

The permit holder or designate identified on the permit must attend the event and be responsible for making decisions about the operation of the event.

### *Your policy recommendation*

### *Suggested rationale*

- Although police will be called if a situation becomes risky, the permit holder is responsible for ensuring that an event is properly managed.

### *Your recommended rationale*

## Police notification

### *Suggested policy statement*

The permit holder or municipal representative will notify police before a situation gets out of control.

### *Your policy recommendation*

### *Suggested rationale*

- Although police will be called if a situation becomes risky, the permit holder is responsible for ensuring an event is properly managed.
- Most licensed events are held on Friday or Saturday night, a prime time for other occurrences requiring police attention. This could result in a slower response time by police.
- If you tell police early about potential problems, it will be easier for them to make sure they're available if they are needed.

### *Your recommended rationale*

## Documentation — event summary reports

### *Suggested policy statement*

Permit holders are required to complete an event summary report form for each event and return it to the designated municipal representative the next working day following the event.

### *Your policy recommendation*

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### *Suggested rationale*

- It is important to record all incidents in case there is a policy infraction or illegal action.
- Documentation does not absolve event workers and permit holders from their responsibility to uphold the law.

### *Your recommended rationale*

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## Additional strategies that could benefit our community

*Your policy recommendation*

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*Your recommended rationale*

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*Your policy recommendation*

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*Your recommended rationale*

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## Suggested Implementation Steps

- Develop an implementation plan.
- Develop a publicity campaign to introduce the MAP to the community.
- Develop a strategy for gathering information about the effectiveness of your MAP.
- Include all policy statements in policy pamphlet.
- Include all policy statements in rental agreement.

### *Other Implementation Steps*

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**Don't forget to refer to your Toolkit, p. 163, for implementation ideas.**

*See Bringing It All Together, p. 87.*



# Toolkit

## About the Toolkit



You may photocopy or customize these tools to meet your needs. These tools are available on the CD.

- A. Sample MAP Presentation Overheads 166
- B. Sample MAP Information Pamphlet 186
- C. Suggested Meeting Schedule Outlines 189
- D. Inventory and Inspection of Municipal Facilities Form 195
- E. Inventory of Events Form 196
- F. Blue Ribbon Quality Measure Form 197
- G. How to Use the Blue Ribbon Quality Measure Form 198
- H. Policy Implementation Planning Form 199
- I. Policy Implementation Tracking Form 200
- J. Sample Policy Pamphlet 205
- K. Sample Volunteer Job Descriptions and Responsibilities 208
- L. Suggested Ratio of Event Workers 209
- M. Sample Additions to Rental Agreement 210
- N. Sample Additions to Facility Staff Job Descriptions 211
- O. Sample Event Summary Report Form 212
- P. Sample Surveys 213
  - Facility Staff Survey
  - Event Workers Survey
  - Observer Survey
  - Event Participant Survey

## Sample MAP Presentation Overheads



The overheads beginning on the next page can be photocopied onto acetate for projection. They can also be found on the CD.

# Why Develop a Municipal Alcohol Policy?

## Reduce Problems

- public intoxication
- drinking in unlicensed areas
- impaired driving
- underage drinking
- vandalism
- assaults
- injury
- death

## Avoid Possible Consequences

- lawsuits
- convictions and fines
- increased repair and maintenance costs
- loss of liquor licence privileges
- loss of rental revenues
- negative community reputation
- increased insurance premiums
- loss of insurance coverage

# Goal of a Municipal Alcohol Policy

- Provide for the enjoyment of municipally-owned parks and facilities.
- Ensure the health and safety of community residents and visitors.
- Protect municipally-owned property and recreation facilities.

# Policy Objectives

- Keep the public informed about their responsibilities and potential liability.
- Protect the municipality, event organizers, participants, volunteers and staff.
- Provide equal access to facilities and events for drinkers and non-drinkers alike.
- Manage alcohol so that people can enjoy themselves while avoiding problems.
- Support moderate, responsible drinking practices.
- Honour the decision of those who choose not to drink alcohol.
- Encourage more people to become qualified servers of alcohol.

# Policy Development Steps

- Obtain formal resolution from council to proceed.
- Review and approve terms of reference.
- Select policy development team members.
- Policy team meets at three- to four-week intervals.
- Requires a commitment of about one year.

# Server Training

## Responsible Server Training Programs provide:

- liability and liquor law information
- skills to identify the signs of intoxication and to avoid problems.

## Reducing liability requires:

- policy and procedures
- recruiting properly trained supervisors and servers.

# Roles

## Policy development team members:

- attend all meetings
- vote on issues and make policy recommendations to council
- use the information and best advice contained in *The Municipal Alcohol Policy Guide*.

# Terms of Reference

1. Review information on the use of alcohol in municipal facilities.
2. Review articles on drinking practices and what they mean in managing alcohol in recreation facilities.
3. Collect and review MAPs from neighbouring communities.
4. Become familiar with provincial, territorial or state liquor laws.
5. Identify facilities, parks and events that will be covered by the policy.

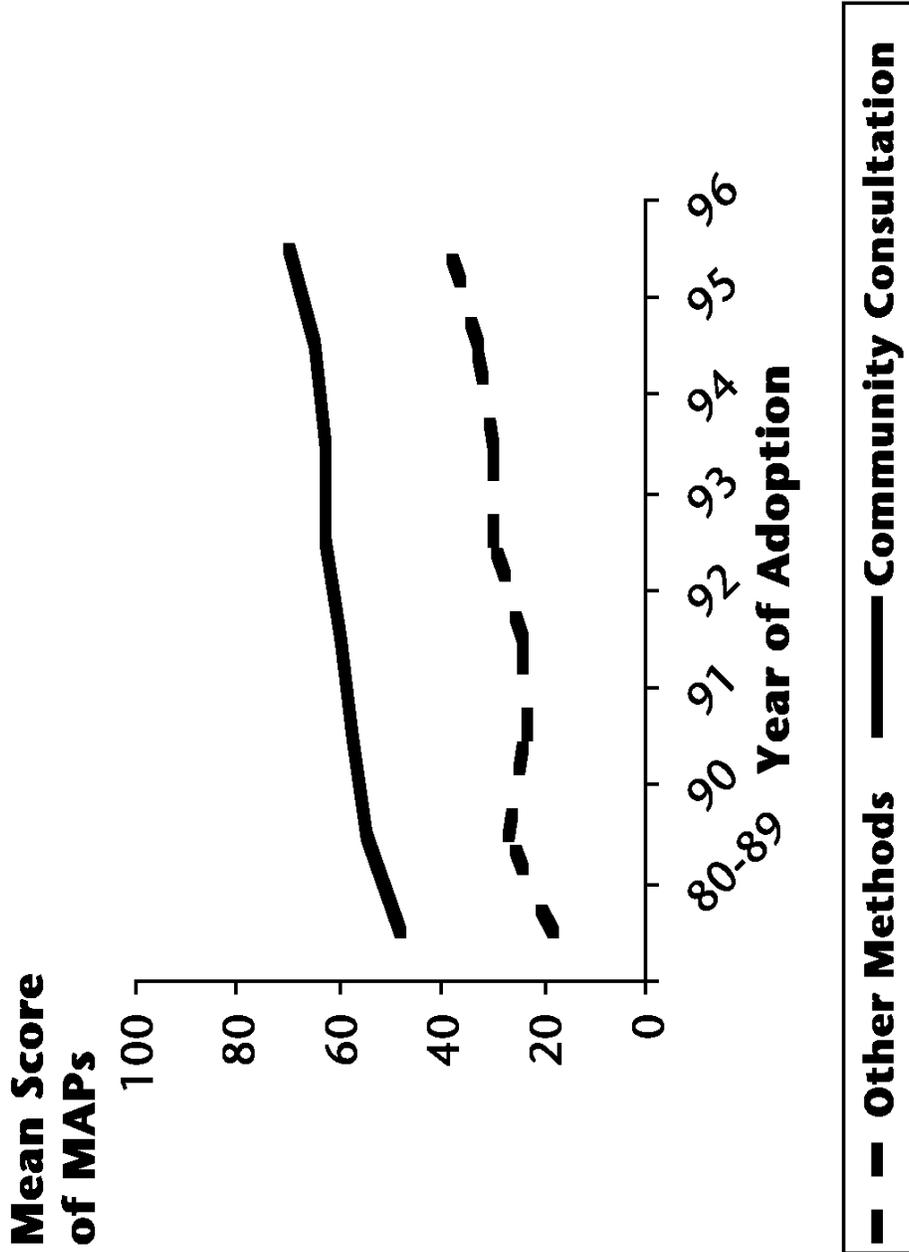
## **Terms of Reference (continued)**

6. Examine alcohol events to identify management practices associated with alcohol-related problems or problem-free events.
7. Gather community views about the use and non-use of alcohol in municipal facilities and programs.
8. Obtain comments and suggestions from staff and volunteers on how to better manage and reduce alcohol-related problems.

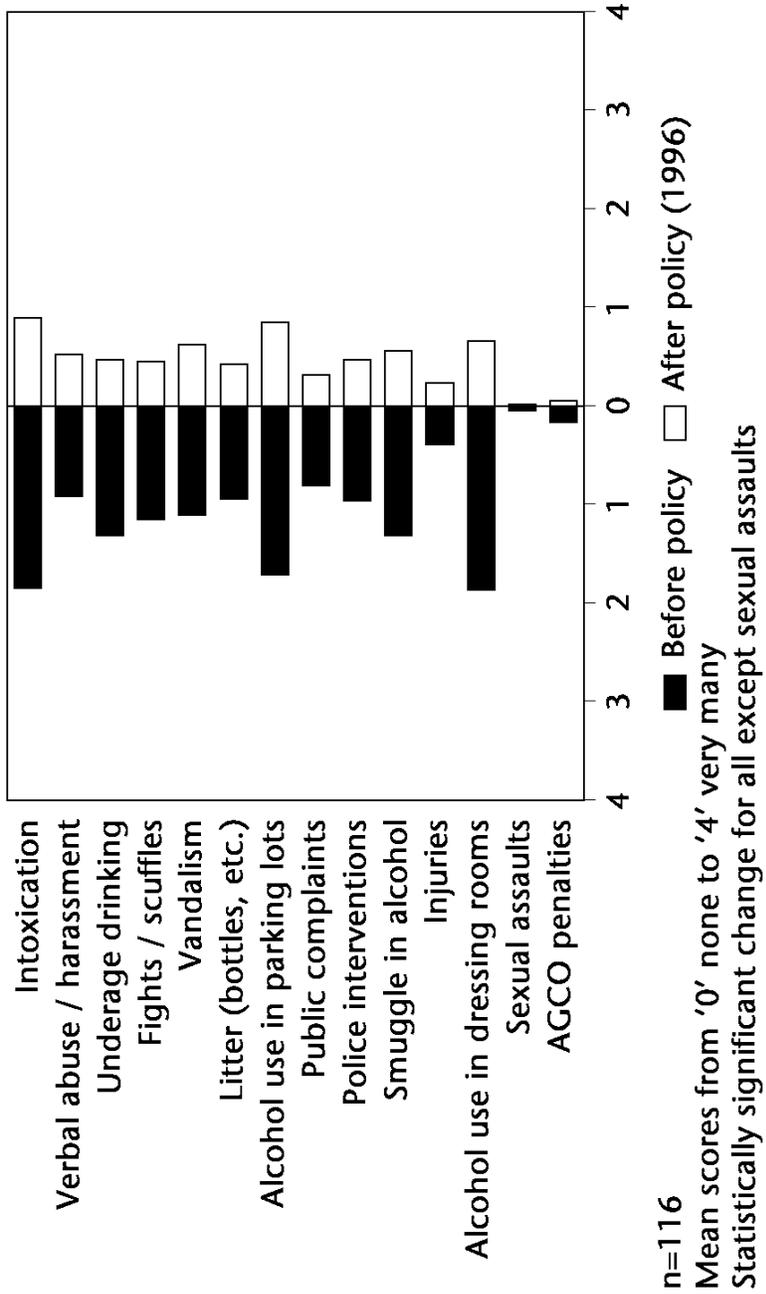
# MAP Evaluation

- About one half of Ontario municipalities have developed and implemented MAPs.
- MAP activity is now being seen in other provinces in Canada.
- Community members and user groups are involved in the development process.
- Community involvement resulted in “Blue Ribbon” MAPs.
- The quality of MAPs has improved over time.

# Community Consultation Produced Higher Scoring MAPs



## Ontario Municipalities with MAPs Change in Specific Problems



# The Six Keys to a Blue Ribbon MAP



- 1. Designation of Properties, Facilities and Events**  
...to clearly state where alcohol may or may not be used.



## **2. Management Practices**

...to help control how alcohol is used

A MAP clearly defines the key management practices to be used before, during and after events where alcohol is provided.



### **3. Prevention Strategies**

...to reduce harm

The goal of prevention strategies is to keep people from becoming intoxicated and preventing alcohol-related harm.



#### **4. Enforcement Procedures and Penalties** ...when rental groups won't play by the rules.

The policy clearly states who is to take action, what the initial action will be, and what the penalties will be to rental groups who fail to comply with the MAP.



## 5. Signs

...to provide authority and information about:

- the laws pertaining to intoxication
- acceptable forms of age identification
- who to call to lodge a complaint
- drink ticket requirements
- no last call
- safe transportation options
- areas where alcohol is not allowed.

## 6. Ongoing Support

...from policy to action

This section contains the plan for implementing and supporting the MAP, for example:

- staff orientation and training
- event staff roles and responsibilities
- alcohol service training
- developing promotional materials
- informing the community
- producing and placing signs
- implementing administrative practices
- orienting council members
- ongoing policy monitoring and annual review.

“Simply having a... policy that is not enforced is not going to do you any good. It’s only by the changing of practices that you actually protect yourself from liability.”

Professor Robert Solomon  
Faculty of Law  
University of Western Ontario

## **What About Rentals?**

Most municipalities report the same or increased facility rentals after MAP.

# Sample MAP Information Pamphlet



Copy this information pamphlet. It will provide information to Council and key stakeholders about a MAP, and assist in the recruiting of members to form a Policy Team.

[Insert your municipal logo here.]

## MAP Municipal Alcohol Policy

### *A step toward a safer, healthier community*

Many municipalities provide recreational facilities for their citizens to enjoy. But when alcohol is served on municipal property, problems can — and often do — occur.

Potential problems include:

- impaired driving
- injury and death
- underage drinking
- fights
- vandalism
- public intoxication.

Alcohol-related problems lead to:

- costly lawsuits
- financial liability for injuries and deaths
- convictions and fines
- loss of liquor licence privileges
- a bad reputation for your community.

Protect your citizens — and your community assets — with a municipal alcohol policy.

### *How would a Municipal Alcohol Policy help?*

A MAP would:

- provide clear guidelines for alcohol use in municipally owned areas
- reduce the risk of alcohol-related problems and, therefore, lawsuits
- allow adults to have fun, raise money and still consume alcohol
- inform rental/user groups about how to run safe, problem-free events
- ensure that event workers are adequately trained
- enhance your community's reputation as a great place to live and visit.

ticket sales and the number of staff required)

- server training requirements
- regulations for underage participants
- provision of low-alcohol and non-alcohol drinks
- food availability
- insurance required by rental groups (recommended minimum of \$1 million)
- signs
- penalties for non-compliance with your policy.

### *How can I develop a Municipal Alcohol Policy?*

- Obtain a copy of the MAP Guide from the Centre for Addiction and Mental Health.
- Obtain your municipal council's support.
- Invite community members to serve on an alcohol policy development team.
- Schedule team meetings at intervals of about three to four weeks.
- Draft your policy and present it to municipal officials to review.
- Receive council's approval and implement the MAP.

### *What does a Municipal Alcohol Policy contain?*

A MAP outlines:

- a list of facilities eligible for alcohol use
- safe transportation strategies
- event controls (e.g., rules for

**Who should be on the Municipal Alcohol Policy development team?**

- volunteers (e.g., recreation committee members)
- facility users (e.g., service clubs, sports teams)
- interested community members
- municipal staff
- health agency professionals
- local police, as consultants

**How will community residents react to the development of a Municipal Alcohol Policy?**

Involve your community in the process and communicate openly as you develop your policy. If people understand why the policy is important, they'll be more likely to accept it — and make it work. Inviting facility users to participate helps them see how the policy will benefit them. Generally, municipalities with a MAP report that, overall, facility rentals remained unchanged or increased.

**Once we have a Municipal Alcohol Policy, how do we implement it?**

- Hold information sessions for staff and rental/user groups.
- Organize a publicity campaign.
- Arrange for staff training and include duties in job descriptions.
- Sponsor regular server training sessions.
- Post signs as described in the policy.

“The success of the City of Scarborough’s Municipal Alcohol Policy is difficult to measure in dollars and cents, but it’s worth millions in the goodwill it has provided. The education, support and confidence it has inspired have benefited the community, volunteers and staff alike.”

*Kevin Mercer*  
Scarborough Centennial Recreation Complex

“A municipality without a “MAP” is equal to a ship without a compass!”

*Terry Piche*  
Technical Director  
Ontario Recreation Facilities Association (ORFA)

“The MAP Guide... easy to follow, easy to be diligent.”

*Fred Horvath*  
Canadian Recreation Facilities Council (CRFC)  
Bowmanville, Ontario

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# Suggested Meeting Schedule Outlines

## Suggested Meeting Schedule Outline: Developing a First MAP

### Meeting 1

1. Verify the support of council to proceed with MAP development.
2. Select a chairperson.
3. Review terms of reference.
4. Develop a schedule of meeting dates.
5. Show the video (See Resources for information on Liability and Responsible Service video loan.)
6. Obtain commitment from team members to accept terms of reference and attend scheduled meetings.

### Meeting 2

1. Identify facilities.
2. Identify activities and programs.
3. Examine areas of alcohol use and discuss examples of good management and problems for each facility.

### Meeting 3

1. Identify user groups who will be affected by the policy.
2. Discuss server training and set tentative training date.
3. Study and discuss Liquor Licence Act.
4. Discuss insurance recommendations.
5. Review policies from other communities.

### **Meeting 4**

1. Discuss and confirm dates for server training.
2. Obtain and discuss feedback from user groups, agencies, staff and volunteers affected by the policy.
3. Begin to write history and background for the policy.
4. Discuss any outstanding concerns/items.
5. Begin working through policy suggestions in workbook.

### **Meeting 5**

1. Obtain and discuss feedback from user groups, agencies, staff and volunteers affected by the policy.
2. Continue to work through policy suggestions in the workbook.
3. Using the MAP Workbook, begin to draft the policy.

### **Meeting 6**

1. Obtain and discuss additional feedback from user groups, agencies, staff and volunteers affected by the policy.
2. Continue writing policy or, if completed, review first draft.
3. Make revisions as required.

### **Meeting 7**

1. Review revised policy draft.
2. Pass motion to submit policy to council for approval.

Note: Additional meetings may be required to complete all of the above tasks.

---

## Suggested Meeting Schedule Outline: Revising a MAP

### Meeting 1

1. Verify the support of municipal council and/or administration.
2. Appoint a chairperson.
3. Review and affirm the terms of reference.
4. Develop a meeting schedule.
5. Obtain commitment from team members to accept terms of reference and to attend scheduled meetings.

### Meeting 2

1. Assess policy similarities and differences.
2. Use the Quality Measure Form (QMF) to score policies.
3. Verify that current MAP has been implemented.
4. Identify components that have not been implemented.
5. Identify missing elements in each MAP.
6. Prepare a short survey to get feedback from event participants.

### Meeting 3

1. Review information obtained from the survey and about the MAP.
2. Review incident reports.
3. Review all current facilities and identify facilities suitable for alcohol use.
4. Review current activities and identify those suitable for alcohol use.
5. Review legal information, including any changes to the Liquor Licence Act.

### Meeting 4

1. Review articles on alcohol liability.
2. Review video on liability.
3. Review training resources for staff and volunteers.
4. Review information on current municipal administrative practices.

### **Meeting 5**

1. Use the MAP Workbook to draft your consolidated policy.
2. Begin drafting your consolidated policy.

### **Meeting 6**

1. Complete drafting revised policy.

Note: Additional meetings may be required to complete all of the above tasks.

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## Suggested Meeting Schedule Outline: Consolidating MAPs

### Meeting 1

1. Verify the support of municipal council and/or administration.
2. Appoint a chairperson.
3. Review and affirm the terms of reference.
4. Develop a meeting schedule.
5. Obtain commitment from team members to accept terms of reference and to attend scheduled meetings.

### Meeting 2

1. Assess policy similarities and differences.
2. Use the Quality Measure Form (QMF) to score policies.
3. Verify that implementation of current MAP has taken place.
4. Identify components that have not been implemented.
5. Identify missing elements in each MAP.
6. Prepare a short survey to obtain feedback from event participants.

### Meeting 3

1. Review information obtained from the survey and about the MAP.
2. Review incident reports.
3. Review all current facilities and identify facilities suitable for alcohol use.
4. Review current activities and identify those suitable for alcohol use.
5. Review legal information, including any changes to the Liquor License Act.

### Meeting 4

1. Review articles on alcohol liability.
2. Review video on liability.
3. Review training resources for staff and volunteers.
4. Review information on current municipal administrative practices.

### **Meeting 5**

1. Use the MAP Workbook to draft your consolidated policy.
2. Begin drafting your consolidated policy.

### **Meeting 6**

1. Complete drafting revised policy.

Note: Additional meetings may be required to complete all of the above tasks.

# Inventory and Inspection of Municipal Facilities

Facility \_\_\_\_\_

Indoor    Outdoor   Alcohol Allowed    Yes    No

Problems \_\_\_\_\_

\_\_\_\_\_

\_\_\_\_\_

\_\_\_\_\_

\_\_\_\_\_

Good Practices Identified or Suggested \_\_\_\_\_

\_\_\_\_\_

\_\_\_\_\_

\_\_\_\_\_

\_\_\_\_\_

\_\_\_\_\_

	YES	NO
Entrances and Exits Easily Accessible	<input type="checkbox"/>	<input type="checkbox"/>
Bartenders Have a Clear View of Floor Area	<input type="checkbox"/>	<input type="checkbox"/>
Safe Stairs	<input type="checkbox"/>	<input type="checkbox"/>
Washrooms Easily Accessible	<input type="checkbox"/>	<input type="checkbox"/>
Adequate Lighting	<input type="checkbox"/>	<input type="checkbox"/>
<b>Eligible</b>	<input type="checkbox"/>	<input type="checkbox"/>

# Inventory of Events

Type of Event _____		
Description of Event _____		
_____		
_____		
_____		
	YES	NO
Do Children Attend?	<input type="checkbox"/>	<input type="checkbox"/>
Is Alcohol Permitted?	<input type="checkbox"/>	<input type="checkbox"/>
Examples of Previous or Anticipated Problems _____		
_____		
_____		
_____		
Additional Suggested Management Practices _____		
_____		
_____		
_____		
Suggested Good Practices _____		
_____		
_____		
_____		
	YES	NO
Designate as Eligible?	<input type="checkbox"/>	<input type="checkbox"/>

# Municipal Alcohol Policy Blue Ribbon Quality Measure Form

<i>Policy Module and Components</i>	<i>#✓s in Module X (multiplier)</i>	<i>SCORE /Maximum</i>
<p><b>Designation of Properties and Events</b> (for alcohol (SOP) or non-alcohol use)</p> <p><input type="checkbox"/> properties eligible for SOP events</p> <p><input type="checkbox"/> properties not eligible for SOP events (e.g., dressing rooms, etc.)</p> <p><input type="checkbox"/> events not eligible for SOP events (e.g., youth events, outdoor events)</p>	<p>___ x (6.66)</p>	<p>___ /20</p>
<p><b>Management Practices:</b></p> <p><input type="checkbox"/> insurance (\$1m minimum)</p> <p><input type="checkbox"/> server trained event staff (monitors, servers) — min 60% per event</p> <p><input type="checkbox"/> door monitoring (entrance/exit)</p> <p><input type="checkbox"/> floor monitoring/supervising</p> <p><input type="checkbox"/> limits # tickets/drinks per person at one time to 8 or less (preferably 4)</p> <p><input type="checkbox"/> no “last call” will be announced</p> <p><input type="checkbox"/> licence holder (event sponsor) is not to consume alcohol</p> <p><input type="checkbox"/> workers are not to consume alcohol</p> <p><input type="checkbox"/> workers must be clearly identifiable</p> <p><input type="checkbox"/> specified a ratio of workers to participants</p> <p><input type="checkbox"/> ID presented for purchase of alcohol</p> <p><input type="checkbox"/> special security arrangements (for large events — police, etc.)</p> <p><input type="checkbox"/> restricted youth admittance to adult SOP events (weddings, anniversary parties excepted)</p>	<p>___ x (1.92)</p>	<p>___ /25</p>
<p><b>Prevention Strategies:</b></p> <p><input type="checkbox"/> safe transportation provision (e.g., designated driver, RIDE sign, etc.)</p> <p><input type="checkbox"/> plastic, paper cups (disposable — no glass, no bottles)</p> <p><input type="checkbox"/> low-alcohol content drinks available (min 30% designated of total available)</p> <p><input type="checkbox"/> no extra-strength beer available (none over 5%)</p> <p><input type="checkbox"/> non-alcoholic drinks available (tea, coffee, soda)</p> <p><input type="checkbox"/> redeem unused drink tickets</p> <p><input type="checkbox"/> no alcohol advertising at facilities frequented by youth (e.g., beer company umbrellas, clocks, posters in arenas, etc.)</p>	<p>___ x (2.85)</p>	<p>___ /20</p>
<p><b>Actions to Enforce:</b></p> <p><input type="checkbox"/> outline procedures for handling infractions</p> <p><input type="checkbox"/> short-term penalties for policy violations</p> <p><input type="checkbox"/> long-term penalties for policy violations (one year or longer)</p>	<p>___ x (6.66)</p>	<p>___ /20</p>
<p><b>Signs: (posters/signs describing regulations and rationale)</b></p> <p><input type="checkbox"/> statement of intoxication</p> <p><input type="checkbox"/> accountability</p> <p><input type="checkbox"/> safe transportation (R.I.D.E., designated driver, etc.)</p> <p><input type="checkbox"/> ticket sale limit</p> <p><input type="checkbox"/> acceptable ID (at entrance/bar)</p> <p><input type="checkbox"/> restricted (alcohol ineligible) areas posted</p>	<p>___ x (1.67)</p>	<p>___ /10</p>
<p><b>Policy Support: (implementation plan and policy review)</b></p> <p><input type="checkbox"/> indicate an implementation plan (effective date, pamphlet, staff orientation)</p> <p><input type="checkbox"/> designate policy monitoring and review</p>	<p>___ x (2.5)</p>	<p>___ /5</p>
<p><b>RATING OUT OF 100 (rounded up)</b></p>		<p>___ /100</p>

# How to Use the Blue Ribbon Quality Measure Form

1. Go through the policy and place a check mark in Column 1 on the form for each regulation present in your policy.

**Note:** If there is any confusion over what a particular regulation means, do not give yourself a check mark. Regulations must NOT be written as “general statements” or “suggestions.” Reread this part and see if it can be reworded for better understanding.

2. Now, go through the policy again, looking specifically for those items that you did not check in the first run through.

**Note:** The unchecked items that could be added to your policy are those that could improve your policy’s score and result in a Blue Ribbon MAP.

3. Now that you have placed all the check marks on the QMF, look at each module (Designation, Management Practices, Prevention Strategies, Actions to Enforce, Signs and Support). Add up the check marks in each module and enter this number in the appropriate cell in Column 2. Now multiply this number by the factor multiplier shown in Column 2, and enter the score in Column 3.

**Note:** For example: Module 1= 2 checks x 6.66 (multiplier) = 13.32. Take to 1 decimal place only — so this score would be 13.3. If this had worked out to, for example, 13.35, then the score would be 13.4.

4. Work through each module calculating the score to one decimal place and put in Column 3.

**Note:** The numbers already shown in Column 3 indicate the maximum score for each module.

5. Now, add up all the module scores in Column 3. This becomes your score out of 100.

**Note:** Policies with scores of 70 or higher have been shown to reduce problems more quickly than those with lower scores. Policies with scores below 70 took up to 5 years to show the same level of problem reduction (*Municipal World*, July 1999).

6. If your MAP did not achieve a score of at least 70, go back to the Workbook and review areas that could strengthen your overall score.

**Note:** Be sure you have included regulations in each of the 6 key component modules.

## Policy Implementation Planning Form

Using your Workbook notes and this form, summarize your implementation plan.

### ***Community Promotion:***

- Distribute policy pamphlet.
- Arrange media coverage (PSAs, (public service announcements) newspaper articles).
- Organize community forum/facility user information session.
- Write letters to user groups.
- Arrange for information booth at local event.

### ***Policy Administration:***

- Orient/train staff about the MAP.
- Brief council about the MAP.
- Write instructions/memos to staff
- Revise job descriptions for staff.
- Include regulations in rental agreement.
- Establish event monitoring procedures.
- Confirm insurance options (application available or other arrangement).

### ***Designate Personnel Responsible for Checking Events***

- Recreation staff
- Police
- Special security
- Volunteers
- Municipal staff
- Special part-time staff

### ***Server Training***

- Arrange for volunteer training.
- Arrange for facility staff training.

### ***Enforcement Procedures***

- Draft event reporting form.
- Establish process for handling policy infractions.

### ***Materials***

- Identify promotional items (e.g., tent cards, logo on cups, placemats).
- Choose easy to see ID for workers (e.g., badges, arm bands, hats).
- Design party kit for renters (e.g., include pamphlet, forms, ID).
- Other

### ***Signs***

- Select permanent signs, identify locations and post.
- Select and print removable signs and identify locations.

## Implementation Tracking Form

Refer to your implementation planning form to track completed implementation tasks:

<i>Community Promotion Activities</i>	<i>Details</i>	
Policy pamphlet distributed	Number: Where available:	Date: Date Date:
Media coverage (newspapers, radio, TV) arranged	Which outlet: Local newspaper Local radio Local community TV	Date(s): Date(s): Date(s): Date(s):
Community information sessions held	Where:	Date: Date: Date:
Letters sent to user groups	Number: Which groups:	Date: Date: Date: Date: Date: Date:
Information booth at local events held	Where:	Date: Date: Date: Date:
Other		Date: Date: Date:

## Implementation Tracking Form (continued)

<i>Policy Administration</i>	<i>Details</i>	
Policy pamphlet distributed	Number: Where available:	Date: Date Date:
Orient/train staff	Which facilities:	Date: Date: Date: Date:
Brief council	Where:	Date: Date :
Provided staff with written instructions/memo	Where:	Date: Date: Date:
Staff job descriptions updated/revised	Which staff:	Date: Date: Date: Date:
Rental agreement updated/revised	Number:	Date:
Event monitoring procedures established	What :	Date:
Insurance arrangement made	What:	Date:
Other	What:	Date:

## Implementation Tracking Form (continued)

<i>Personnel responsible for checking events</i>	<i>Details</i>	
Personnel designated: Recreation staff Police Special security Volunteers Municipal staff Special part-time staff	Who/Which facility:	Date: Date: Date: Date: Date: Date:
Other:	Who:	Date:

<i>Server Training</i>	<i>Details</i>	
Server training sessions arranged (Staff and volunteers)	Date: Date: Date: Date: Date:	How many attended:
List of server trained event workers and staff prepared	Where kept:	Who updates:

<i>Enforcement Procedures</i>	<i>Details</i>	
Event summary report form available	Number:	Date:
Procedures established for monitoring events	Who:	Date:

### Implementation Tracking Form (continued)

<i>Materials</i>	<i>Details</i>	
(for example) Policy pamphlet developed	How many:	Date: Date:
Promotion items (e.g., tent cards, place mats, and cups) identified	What/How many:	Date: Date: Date: Date:
Worker I.D. selected	What/How many:	Date: Date:
Party kit for renters developed	What/How many:	Date: Date:
Other		Date: Date:

## Implementation Tracking Form (continued)

<i>Signs</i>	<i>Details</i>	
Statement on intoxication	Which facilities:	Date: Date: Date:
Accountability	Which facilities:	Date: Date: Date:
R.I.D.E. awareness	Which facilities:	Date: Date: Date:
Proof of age	Which facilities:	Date: Date: Date:
No admittance after 11:00 p.m.	Which facilities:	Date: Date: Date:
No "Last Call"	Which facilities:	Date: Date: Date:
Ticket sales	Which facilities:	Date: Date: Date:
No alcohol areas	Which facilities and areas:	Date: Date: Date:
Other, e.g., FAS, ticket limit, etc.	Where:	Date: Date:

# Sample Policy Pamphlet

# Municipality of Sampleville MAP Municipal Alcohol Policy



**OUR GOAL**

- To ensure there are responsible management practices at social events held in municipally owned facilities and where alcohol use is permitted.
- To reduce alcohol-related problems.
- To protect the municipality, its staff, community organizations, volunteers and participants from lawsuits arising from alcohol-related activities.

- 1. FACILITIES ELIGIBLE FOR SPECIAL OCCASION PERMIT EVENTS WITH SERVER TRAINED STAFF**
- The Community Centre Hall
  - The ice surface of the arena during the summer
  - The Marine Park Lounge
  - The Sampleville Municipal Golf Clubhouse

**2. FACILITIES AND AREAS NOT ELIGIBLE FOR ALCOHOL SERVICE**

- Outdoor areas at the Marine Park
- Dressing rooms at the arena
- Multi-purpose room at the Community Centre
- Golf course greens and fairways
- All other facilities not specifically designated for alcohol service
- All parks and parkettes

**3. EVENTS NOT ELIGIBLE FOR ALCOHOL SERVICE**

- All youth events and all minor sports events, including banquets
- “Family Day” events
- Outdoor events

**4. STRATEGIES FOR MANAGING EVENTS Administration**

- Renters must demonstrate that they understand the policy and their obligations.
- The permit holder must show proof of liquor permit at least five (5) days before the event.
- Proof of server training certification of all event staff must be demonstrated by the permit holder.
- Proof of purchase that at least 35% of available alcohol is low-alcohol must be demonstrated by the permit holder.
- The permit holder must show proof of at least \$1 million in alcohol liability insurance at least 14 days before the event.

**Accountability**

- At least one municipal representative with authority to demand correction or to shut down an event will periodically monitor all events where alcohol is served.
- The permit holder must abide by all the rules of the policy.
- The permit holder must attend the event and be sober during the event.
- No event workers can drink alcohol before or during the event.
- Permit holder must complete an incident report and document all positive and negative comments.

**Security**

- The permit holder and recreation staff must ensure the physical setting is safe for drinkers and non-drinkers.
- The permit holder and recreation staff must ensure that patrons do not engage in risky or inappropriate activities.
- The municipality reserves the right to require the presence of at least two (2) police officers or security personnel to be paid for by the sponsoring group or individual.
- Event staff, permit holder or municipal representative must notify police if they observe signs that a situation is getting out of control.

Strategies

- All event workers must wear identification that is easy to see.
- A coat check system must be in place.
- Event staff must check the identification of all participants at masquerade events.
- At youth dances, no one who leaves the event will be readmitted.
- The entrance will be monitored by two server trained persons, 19 years or older.
- Persons under the legal drinking age will not be admitted.
- Government issued photo I.D. is the only acceptable proof of age.
- All exits must be supervised.
- A minimum of two server-trained persons will be designated to sell drink tickets.
- A maximum of four (4) drink tickets or drinks per purchase per person.
- A floor supervisor must be available to ticket sellers who need help to manage a person who is refused a sale.
- There will be no “last call.”
- When entertainers/DJs arrive, they will be informed that there is to be no “last call.”
- All entertainment must be over by 1:15 a.m.
- Facilities must be vacated by 1:45 a.m. (Liquor Licence Act Regulation).
- There will be a specified ratio of event workers to participants.

5. STRATEGIES FOR PREVENTING PROBLEMS

- Permit holders must show proof that safe transportation options will be implemented.
- Food, no-alcohol drinks must be provided.
- Where wine is provided with a meal, a no-alcohol substitute must be provided.
- Unused drink tickets may be redeemed for cash on demand at any time during the event.
- All drinks are to be served in disposable cups. All bottles are to be kept behind the bar.
- No extra-strength alcohol will be available.
- Advertising and/or posters that promote the use of alcohol are prohibited in areas used by children.

- Municipal representative must close down an event when there are MAP infractions that are not corrected by the permit holder.
- If a group is found to be consuming or have consumed alcohol in the arena change rooms, the police will be called.
- Where adults and/or youth are behaving in a disruptive way at social events, police will be called.
- Where participants are found drinking alcohol in restricted areas, police will be called.

7. SIGNS

- Signs will be placed in strategic areas in order to provide clear information to event staff and event participants about the policy.

6. ENFORCEMENT PROCEDURES

- Permit holders and rental groups who fail to comply with the Municipal Alcohol Policy shall be subject to consequences as outlined in the policy.
- Event workers must report any infraction of this policy to the designated municipal staff as soon as possible within 24 hours of the occurrence, or by the next working day, and complete an event summary report form.
- Event staff must report any infraction of this policy to police whenever they believe such action is required.

For additional information, please contact:

Pat Herbert  
 Arena Manager  
 Sampleville Arena  
 757 Main Street  
 Sampleville, Ontario

# Sample Volunteer Job Descriptions and Responsibilities

**Permit Holder/Event Sponsor:** Signs the alcohol permit, is the general manager of the event and assumes responsibility and liability for the operation of the event. She or he must attend the event, ensure that there are enough server-trained staff available, co-ordinate and help staff, and ask for help from security if needed.

**Bartender:** Accepts tickets for the purchase of alcohol drinks, serves drinks, monitors for intoxication, refuses service when patron appears to be intoxicated or near intoxication and offers no-alcohol substitute

**Floor Supervisor/Monitor:** Chats with participants, monitors patron behaviour, monitors for intoxication. Responds to problems and complaints, refuses service, removes intoxicated persons, suggests safe transportation options.

**Door Supervisor/Monitor:** Checks identification and for signs of intoxication, keeps out intoxicated and troublesome individuals, monitors for those showing signs of intoxication when leaving the event, recommends safe transportation options and arranges for coat checking.

**Ticket Seller:** Sells alcohol tickets to a maximum of four (4) per person per purchase, monitors for intoxication, refuses sale to patrons at or near intoxication, refunds tickets on request.

**Special Security:** Patrols the room, scans for potential trouble, notifies event staff and permit holder of potential incidents, helps event staff to handle disturbances.



**Event staff work as a team. This provides support for all team members and ensures that any potential problems are quickly identified and dealt with.**

## Suggested Ratio of Event Workers

<b>Number of Participants</b>	<b>Bartenders</b>	<b>Floor Supervisors</b>	<b>Door Supervisors</b>	<b>Ticket Sellers</b>
Under 25	1	0	1	0
25 to 50	1	1	1	1
51 to 100	2	2	2	2
101 to 200	2	3	3	2
201 to 300	3	3	3	3
301 to 400	3	3	4	3
401 to 500	4	4	4	5
501 to 750	6	6	6	6
751 to 1300	8	8	8	8



The role of event workers is determined not only by the number of participants but also by the design and location of the facility, e.g., walls restricting clear view of participants, stairs, door access and exits, washroom accessibility, proper lighting, room capacity and fire regulations.

# Sample Additions to Rental Agreements

I have received and reviewed a copy of the Municipal Alcohol Policy for the rental/use of municipal facilities when applying for a special occasion permit.

I understand that I must comply with the Policy regulations and the Liquor Licence Act of Ontario.

I understand that if I, or any other individual at the event, fail(s) to follow the Municipal Alcohol Policy regulations, appropriate action will be taken. This may include eviction and revoking of the Special Occasion Permit or the notification of the local authorities.

I understand I may be held liable, pending the circumstances, for injuries and damages arising from failure to comply with the Liquor Licence Act of Ontario or by not maintaining a safe activity area.

\_\_\_\_\_  
Signature

\_\_\_\_\_  
Date



**Make sure that the rental group representative and a municipal staff member sign and date the rental agreement, showing that each party is aware of their roles and responsibilities with respect to the MAP.**

# Sample Additions to Facility Staff Job Descriptions

All municipal staff members working in recreation facilities must attend at least one server training course.

When municipal staff members see violations to the MAP, they must:

1. Bring the policy violation to the attention of the of the permit holder/user/renter.
2. If it is safe to do so, inform those individuals who are committing the infraction that they are in violation of the policy.
3. Contact police if the situation is not corrected.

All municipal staff must read the Municipal Alcohol Policy, which outlines the requirements that event organizers, workers and participants must follow at events held in municipal facilities when alcohol is available.

Municipal staff must report any infractions immediately or at the beginning of the next working day to the municipal representative assigned to overseeing policy implementation.

\_\_\_\_\_  
Signature of Employee

\_\_\_\_\_  
Date

\_\_\_\_\_  
Signature of Supervisor

\_\_\_\_\_  
Date

This document to be placed in the employee's personnel file.

## Sample Event Summary Report Form

Date of Event: \_\_\_\_\_

Facility: \_\_\_\_\_

Event: \_\_\_\_\_

Event Organizer(s): \_\_\_\_\_

(Group/Permit Holder) \_\_\_\_\_

No disturbances occurred  OR complete the following

**1. Describe what happened.** (Please be as detailed as possible)

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**2. How was the disturbance/incident handled?**

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**3. If the police were called:**

Name of Police Officer: \_\_\_\_\_

Contact Information: \_\_\_\_\_

**4. How do you think this incident could have been avoided?**

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Signature: \_\_\_\_\_ Date: \_\_\_\_\_

# Sample Surveys

To assess policy compliance

To determine policy effectiveness

# Sample Facility Staff Survey

Date \_\_\_\_\_ Facility: \_\_\_\_\_

1. How were you told about the Municipal Alcohol Policy and what was expected of you?

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2. In the past year, when you were on duty during an event when alcohol was available, were there any incidents? Yes  No

If YES, please tell us what they were and how they were handled.

---



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3. In the past 6 to 12 months, did you hear any comments about the Municipal Alcohol Policy at any of the events? Yes  No

If YES — were the comments generally positive or negative? \_\_\_\_\_

Can you give us an example?

---



---

4. Have you had Responsible Beverage Server Training? Yes  No  Intend to   
(e.g., Smart Serve)

5. Below is a list of problems you MAY HAVE experienced in your facility when alcohol was available. Please circle the number that indicates how often problems occurred in the year BEFORE the policy and in THIS PAST YEAR.

	BEFORE POLICY			PAST YEAR		
	None	Some	Lots	None	Some	Lots
a) vandalism	1	2	3	1	2	3
b) fights and scuffles	1	2	3	1	2	3
c) verbal abuse/harassment	1	2	3	1	2	3
d) intoxicated patrons	1	2	3	1	2	3
e) injuries	1	2	3	1	2	3
f) littering (broken glass)	1	2	3	1	2	3
g) drinking in dressing rooms	1	2	3	1	2	3
h) drinking in parking areas	1	2	3	1	2	3
i) police interventions	1	2	3	1	2	3
j) penalties under the Liquor Act	1	2	3	1	2	3
k) smuggling in alcohol	1	2	3	1	2	3
l) underage drinking at events	1	2	3	1	2	3
m) other (what?) _____	1	2	3	1	2	3

THANKS FOR YOUR HELP!

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# Sample Event Workers Survey

Event date \_\_\_\_\_ Event location: \_\_\_\_\_

*PLEASE CHECK appropriate box.*

Type of Event (at which alcohol is available):

- |                     |                          |                |                                      |
|---------------------|--------------------------|----------------|--------------------------------------|
| Club Social         | <input type="checkbox"/> | Sports Banquet | <input type="checkbox"/>             |
| Family              | <input type="checkbox"/> | Community Fair | <input type="checkbox"/>             |
| Youth Dance         | <input type="checkbox"/> | Fund-raiser    | <input type="checkbox"/>             |
| Stag and Doe*       | <input type="checkbox"/> | Other          | <input type="checkbox"/> what? _____ |
| Wedding/Anniversary | <input type="checkbox"/> |                |                                      |

\* Refers to party for bride and groom before their wedding.

1. About how many people attended this event? \_\_\_\_\_

2. Are underage (under 19 years) people allowed at this event? Yes  No

3. Do you know about the Municipal Alcohol Policy? Yes  No

If YES — how did you find out about it?

---



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4. Were there any unpleasant incidents during this event? Yes  No

If YES — please tell us about it/them.

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5. Did you hear any comments about the Municipal Alcohol Policy during the event? Yes  No

If YES — were the comments generally positive or negative? \_\_\_\_\_

Can you give us an example?

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6. From your perspective, have events been more enjoyable since the Municipal Alcohol Policy went into effect? Yes  No

If YES — why? If NO — why not?

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---

7. Have you had Responsible Beverage Server Training? (e.g., Smart Serve) Yes  No

8. Are Safe Transportation options in effect? Yes  No

If YES, what are they?

---

**THANKS FOR YOUR HELP!**

## Sample Observer Survey

Event date \_\_\_\_\_ Event location: \_\_\_\_\_

PLEASE CHECK appropriate box.

### Type of Event (at which alcohol is available):

Club Social	<input type="checkbox"/>	Sports Banquet	<input type="checkbox"/>
Family	<input type="checkbox"/>	Community Fair	<input type="checkbox"/>
Youth Dance	<input type="checkbox"/>	Fund-raiser	<input type="checkbox"/>
Stag and Doe*	<input type="checkbox"/>	Other	<input type="checkbox"/> what? _____
Wedding/Anniversary	<input type="checkbox"/>		

\* Refers to party for bride and groom before their wedding.

1. About how many people attended this event? \_\_\_\_\_

2. How many drink tickets could you buy at one time? \_\_\_\_\_

3. Was the ticket limit specified? Yes  No

4. Did you notice any patrons who appeared to be underage (under 19 years)? Yes  No

5. Was the door monitored? Yes  No

6. Did you notice anyone checking I.D.? Yes  No

7. Do you notice any security persons in place? Yes  No

8. Could you easily identify the event workers? Yes  No

9. Were there any unpleasant incidents during this event?  
If YES — please tell us about it/them. Yes  No

10. Did you notice any signs at the event site? Yes  No   
If YES — what were they? \_\_\_\_\_

11. Were Safe Transportation options in effect? Yes  No   
If YES — what were they? \_\_\_\_\_

## Sample Event Participant Survey

Event date: \_\_\_\_\_ Event location: \_\_\_\_\_

1. Have you heard about the Municipal Alcohol Policy? Yes  No

2. In the past year, have you attended an event in  
Municipal facility when alcohol was available? Yes  No

3. Did you notice any signs about the law on intoxication?  
If YES — was the message clear? What was the message?  
\_\_\_\_\_  
\_\_\_\_\_

4. Were Safe Transportation options in effect?  
If YES — what were they ? \_\_\_\_\_

5. Could you easily recognize the event workers? Yes  No

6. Did you notice any unpleasant incidents during this event?  
If YES — please tell us about it/them.

7. From your perspective, are events more enjoyable since the  
Municipal Alcohol Policy went into effect? Yes  No   
If YES — why? If NO — why not?  
\_\_\_\_\_  
\_\_\_\_\_

8. If you were going to hold an event, would you hold it at  
this facility? Yes  No

**THANKS FOR YOUR HELP!**



## Resources

# About the Resources



**Note: Photocopies may be made for each member of the policy team. Sample documents may be used to prepare your own materials. The Resources are also available on the CD.**

- |   |   |
|---|---|
| <p>A. About Alcohol Liability 222</p> <p>B. Liquor Licensing Authorities in Canada in 2002 227</p> <p>C. Liquor Licensing Authorities in the United States in 2002 228</p> <p>D. Some Server Training Contacts 233</p> <p>E. Internet Links for Articles and Resources 234</p> <p>F. CAMH Community-Based Policy Resources 235</p> <p>G. Video Loan Information 236</p> <p>H. MAP Article: The “70 Plus” Policy 237</p> | <p>I. MAP Article: Alcohol Management in Recreation Facilities: Ingersoll and Other Rural Ontario Communities 239</p> <p>J. MAP Article: Alcohol Management in Recreation Facilities: Scarborough and Other Ontario Cities 244</p> <p>K. MAP Article: Municipal Alcohol Policies: Implications of a Coroner’s Inquest 247</p> <p>L. MAP Bibliography 249</p> <p>M. Glossary 252</p> |
|---|---|

# About Alcohol Liability

The information on the following pages is an excerpt from:

*Municipal Alcohol Policy: Liability, Prosecution and Risk Minimization*

Addiction Research Foundation, 1996

ISBN #0-88868-255-7

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# When Can Municipalities Be Sued?

## Liability for Providing Alcohol

In the landmark case of *Jordan House Ltd. v P. Menow*, the Supreme Court of Canada imposed a duty on alcohol providers to protect their intoxicated patrons. In this case, Hotel staff had ejected Menow, a regular patron, after he had become intoxicated and annoyed other customers. While staggering along the highway, Menow was hit by a negligent driver. Menow sued both the driver and the Hotel. The Supreme Court of Canada unanimously upheld both claims although two views emerged concerning the Hotel's liability.

One judge emphasized that the staff knew that Menow was irresponsible when intoxicated, violated provincial law in serving him when he was intoxicated, and ejected him even though they knew he had no safe way to get home. According to this judge, the staff should have tried to protect Menow by allowing him to spend the night in one of the Hotel's rooms, by calling the police or by arranging safe transportation home. Another judge defined an alcohol provider's liability more broadly. He believed that the staff neglected their common-law duty by serving Menow past the point of intoxication. Their obligation was to prevent intoxication and not just to protect patrons after they became intoxicated.

This broader definition of a provider's duty has largely prevailed. In later cases, providers have been held liable even though they did not know about the person's susceptibility to alcohol, did not know about the person's intoxication, and had not ejected the person. Providers may also be liable even though they did not provide all or even most of the alcohol that causes a customer to become intoxicated. Instead, providers must not serve alcohol to anyone past the point of intoxication or to someone who is already intoxicated. Providers who neglect this duty may be liable for any injuries that customers cause or suffer, either on or off the premises.

While there is a clear trend towards expanding liability, the exact bounds of a provider's liability are still evolving. For example, an Ontario court recently held that a tavern was not liable for serving one beer to an intoxicated patron, because the staff had not had a sufficient chance to assess his intoxication. Nevertheless, the court stated that once the staff realized that the patron was intoxicated, they had a duty to prevent him from driving — even if they had to call the police.

## Liability as an Occupier

A municipality can also be held liable as an “occupier” for any alcohol-related injuries that occur on its property. The Ontario Occupiers' Liability Act defines an occupier as anyone who controls the premises and has the power to admit or exclude entrants. The Act requires occupiers to take “reasonable steps” to ensure that all entrants are “reasonably safe while on the premises.” Depending on the facts, several parties may be considered to be co-occupiers of a place. For example, if a dance is held at a municipal hall, the occupiers could include the club that is renting the hall, the caterer who is managing the event, and the municipality that is providing security and janitorial staff. Although it is not widely known, occupiers' liability has accounted for more alcohol-related suits than providers' liability. The following section discusses some types of situations in which occupiers may be held liable.

### *Physical Condition of the Premises*

Like other occupiers, licensees must ensure that their premises are reasonably safe for their patrons. In *Niblock v. Pacific National Exhibition*, an extremely intoxicated man was seriously hurt when he fell over a low railing on a steep staircase. The railing was several inches lower than the building code required. The injured man sued the Pacific National Exhibition and the City of Vancouver, which both attributed the accident solely to the man's intoxication. In rejecting this argument, the court emphasized that the British Columbia Occupiers' Liability Act (like its Ontario counterpart) requires that occupiers ensure that their premises are reasonably safe for anyone who may foreseeably enter. Since there were three licensed premises on the grounds, some patrons could be expected to become intoxicated. In holding the Exhibition liable, the court ruled that the premises had to be reasonably safe not only for sober patrons, but also for intoxicated customers if their presence was foreseeable.

A municipality can also be held liable as a landlord under the Ontario Occupiers' Liability Act for injuries that are caused by the physical condition of its facilities. Consequently, a municipality that rents its community hall for a wedding may be held liable if an intoxicated guest falls down a poorly lit staircase, slips on a loose carpet or walks into a glass patio door.

### *Conduct of the Entrants*

As the *McGinty* case shows, occupiers may be held accountable for the conduct of people whom they have allowed to enter or to remain on their premises. Before the Occupiers' Liability Act was introduced in 1980, the courts focused on

the foreseeability of the incident — that is, they considered whether the assailant was known to be violent or showed signs of becoming violent. Now, however, occupiers may be held liable for simply tolerating a situation in which violent or careless behaviour is foreseeable, even if the specific incident is not.

This reasoning may have prompted the \$700,000 settlement in the Meunier case. In this case, an intoxicated young man became a quadriplegic after he started a fight at a large “bush party” hosted by a farmer’s son. None of the 300 youths who attended the party was formally invited; nor did the farmer or his son supply them with alcohol. The farmer was sued as an occupier simply for allowing an event on his property that he knew or ought to have known posed foreseeable risks of injury. Previous bush parties had also resulted in problems. Municipalities cannot afford to ignore patrons or guests who are becoming hostile or to continue to hold events on their property that have posed problems in the past.

#### *Activities on the Premises*

In *Jacobson v. Kinsmen Club of Nanaimo*, the Club sponsored a “Bavarian beer garden” in a large curling arena. During the festivities, patrons entertained the crowd twice by climbing a support beam and “mooning” those below. Later, when a patron known only as “Sunshine” tried to mimic these actions, he lost his grip and fell 30 feet onto Jacobson, knocking him unconscious. Sunshine was unharmed in the incident and left shortly afterwards. Jacobson sued the Club for allowing this unsafe activity on its premises. The court stated that the Club would not have been held liable if the injury had occurred during one of the first two climbs. However, by the time Sunshine climbed the beam, staff should have recognized the possible danger to the patrons. The court concluded that by not stopping Sunshine, the Club failed its duty as an occupier and was liable. City staff, volunteers and security must step in before foreseeably dangerous activities cause injuries and potential law suits.

### **Additional Bases of Liability**

#### *Sponsoring Activities*

In 1988, the Supreme Court of Canada held a resort liable for injuries that Crocker, an intoxicated guest, suffered while participating in the resort’s tube-racing contest. Although staff had tried twice to discourage Crocker from racing, the court viewed their efforts to be insufficient. The court found that sponsors of potentially dangerous events have a duty to prevent intoxicated persons from participating, even if the sponsor did not contribute to the person’s

intoxication. As the sponsor, the resort should have prevented Crocker from competing by disqualifying him, postponing the event or calling the police. The sponsor’s obligation to take preventive actions increases with the dangerousness of the event and the participant’s apparent intoxication.

#### *Transporting the Intoxicated*

By providing transportation to the intoxicated, municipalities and those who rent their facilities have legal obligations in their role as “common carriers.” First, common carriers may be held liable for ejecting an intoxicated passenger who is in a helpless condition. For example, in *Dunn v. Dominion Atlantic Railway Co.*, the Supreme Court of Canada held the Railway liable for the death of an intoxicated passenger who was hit by a train after he had been ejected at a closed, unlit station late at night. Second, common carriers must take reasonable care to prevent intoxicated passengers from injuring others. However, carriers will not be held accountable for every injury an intoxicated passenger causes only for those that are reasonably foreseeable and preventable.

#### *Use of Excessive Force*

Using unnecessary or excessive force to manage intoxicated persons seems to have produced more civil suits than either providers’ or occupiers’ liability. In *Ekblad v. Commonwealth Holiday Inns of Canada*, a customer argued persistently with the doorman over whether he could have a candle on his table. When the patron followed the doorman to repeat his request, the doorman punched him in the face, knocking him unconscious. The judge said that even if the doorman was justified in using force to resolve this verbal dispute, striking the patron in the head was unreasonable in these circumstances.

Consequently, both the doorman and the Inn were held liable to the patron for over \$250,000. The case shows that force cannot be used to teach a patron a lesson, to settle a verbal dispute or to enforce house rules. Nor can force be used once the person has been subdued or ejected. What constitutes unnecessary force or excessive force will depend on the specific facts of the case.

#### *Liability of Police*

Police can be sued for failing to protect and control the intoxicated in a growing number of situations. This trend is important to municipalities, which are ultimately liable for police activities. First, police may be held responsible for using unnecessary or excessive force in managing intoxicated persons. Second, they may be liable for negligently supervising intoxicated prisoners who, for example, set fires in their cells or commit suicide while in custody. Third,

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police have been sued for negligently enforcing laws concerning drinking and driving. For example, an officer who does not arrest an obviously intoxicated driver may be held liable if that driver later causes an accident. Finally, police may be held responsible for negligently failing to get medical help for an intoxicated suspect who they know — or ought to know — needs medical help.

Similar liability principles would apply to “off-duty” police officers who were hired to provide security at a municipal or private event. Thus, an officer could be held liable for not trying to stop a fight or for allowing intoxicated patrons to drive away from the event.

#### *Liability of Volunteers, Sponsoring Clubs and Facility Renters*

The fact that municipalities’ potential liability has expanded dramatically in recent years does not limit the liability of those who run, sponsor or host the event. These individuals, groups and organizations can and will be sued for alcohol-related injuries that their events cause. They will be named as defendants and can be held liable as well as the municipality. In fact, a municipality may try to reduce its own losses by naming the sponsor or organizer as co-defendants.

## Municipalities' Legal Rights and Obligations

Those responsible for managing municipal facilities where alcohol may be served should understand their rights and obligations under provincial alcohol laws. First, the scope of liability is broad. Anyone who knowingly helps in an offence or directs someone to commit an offence may be found guilty along with the main offender. Also, any director or officer of a corporation who allows an offence to occur may be personally prosecuted. Thus, a server, manager, municipal officer and the municipality may all be found guilty of a single offence. Second, violations of the law may result in severe penalties and licensing consequences, including a municipality's liquor licence being suspended or revoked. Third, even if no party is prosecuted, any violation of the provincial alcohol law may undermine a municipality's legal position in a later civil suit. Finally, the legislation gives providers broad powers that can be used to eliminate many of the situations that lead to legal difficulties. Here are some of the key sections:

### General Provisions

- It is an offence to sell or provide alcohol to a person who is or appears to be intoxicated. In civil cases, the courts typically consider intoxication to be a blood-alcohol level above .08 per cent.
- Anyone under age 19 is prohibited from drinking, buying, attempting to buy, or otherwise obtaining alcohol. Although under-age persons may be allowed to enter licensed premises, they must not be served alcohol or be allowed to drink alcohol.
- It is an offence to have or drink alcohol in any place other than a home, private place, or a facility that has a licence or permit. Consequently, it is illegal for a person to drink in a public park, beach, recreation centre lobby, street, or stadium parking lot.
- It is an offence to be intoxicated in a public place.

### Regulatory Provisions

- The legislation narrowly defines permissible advertising. For example, a licensee is generally restricted to advertising only the name of the establishment, the fact that it has a licence and the general types of liquor sold. Similar restrictions apply to advertising events that are held under most types of special occasion permits. For example, advertising is not permitted for a non-profit reception.

- The alcohol legislation greatly limits the marketing practices of alcohol manufacturers. For example, manufacturers may not give free alcohol to any person, except as permitted by law. Manufacturers also cannot give inducements to a licensee or permittee in return for preferential treatment of their products.
- Similarly, licensees and permittees cannot seek or accept inducements from manufacturers. Thus, if a beer manufacturer pays for the band at a municipal dance in return for preferential promotion of its products, both the manufacturer and the municipal licensee or permit holder would be violating the law.
- Licensees and permittees cannot allow drinking contests, or give patrons free alcohol volume discounts, or prizes of alcohol.
- The alcohol legislation requires licensees and permittees to eject patrons who are unlawfully present or acting unlawfully. If these patrons refuse to leave, licensees can use reasonable force to remove them.
- Licensees must not allow drugs, drunkenness, and riotous or violent conduct on the premises.
- Licensees and permittees have broad rights to deny entry to and eject anyone whose presence is undesirable. The term "undesirable" includes anyone whose presence would violate the legislation, such as intoxicated, violent or quarrelsome patrons. However, the right to deny entry is not absolute; it cannot be used to bar liquor inspectors and police, or used in a way that violates human rights legislation.

### Related Powers

- Ontario's trespass legislation gives occupiers even broader powers to control who may enter and remain on the premises, and additional authority to use force.
- The Criminal Code gives occupiers extensive powers to eject trespassers and to arrest anyone who is committing criminal offences on the property. The Criminal Code also authorizes all individuals to use force in self-defence, defence of others and defence of property.
- While occupiers may have authority to use physical force in certain limited circumstances, every effort should be made to resolve the conflict peacefully. There is civil and criminal liability for those who use unnecessary or excessive force.

# Liquor Licensing Authorities in Canada in 2002

1. **Alberta Gaming and Liquor Commission**  
50 Corriveau Avenue  
St. Albert, Alberta T8N 3T5  
[www.qp.gov.ab.ca/documents/Acts/G01.cfm?frm\\_isbn=0779711696](http://www.qp.gov.ab.ca/documents/Acts/G01.cfm?frm_isbn=0779711696) (Act)  
[www.qp.gov.ab.ca/documents/Regs/1996\\_143.cfm?frm\\_isbn=0779716302](http://www.qp.gov.ab.ca/documents/Regs/1996_143.cfm?frm_isbn=0779716302) (Statutes and Regulations)
2. **B.C. Liquor Control and Licensing Branch**  
1019 Wharf St., 2nd floor  
P.O. Box 9292, Stn. Prov. Govt.  
Victoria, British Columbia V8W 9J8  
[www.qp.gov.bc.ca/statreg/stat/L/96267\\_01.htm](http://www.qp.gov.bc.ca/statreg/stat/L/96267_01.htm)
3. **Manitoba Licensing Board**  
1555 Fort Garry – Winnipeg  
P.O. Box 1023  
Winnipeg, Manitoba R3C 2X1  
[www.gov.mb.ca/chc/statpub/free/index/htm](http://www.gov.mb.ca/chc/statpub/free/index/htm)
4. **New Brunswick Department of Justice**  
Fredericton, New Brunswick E3B 5G5  
(506) 462-5100  
[www.gnb.ca/0062/acts/acts/l-10.htm](http://www.gnb.ca/0062/acts/acts/l-10.htm)
5. **Newfoundland Liquor Corporation**  
90 Kenmount Road  
P.O. Box 8750 – Station A  
St. John's, Newfoundland A1B 3V1  
(709) 724-1100  
[www.gov.nf.ca/hoa/statutes/l19.htm](http://www.gov.nf.ca/hoa/statutes/l19.htm)
6. **Northwest Territories Liquor Licensing Board**  
31 Capital Drive, Suite 210  
Hay River, Northwest Territories  
X0E 1G2  
1-800-351-7770
7. **Nova Scotia Alcohol and Gaming Authority**  
5th Floor, Aldemey Gate  
40 Aldemey Drive  
P. O. Box 545  
Dartmouth, Nova Scotia B2Y 3Y8  
1-877-565-0556
8. **Nunavut Liquor Licensing Board**  
Government of Nunavut  
Communications  
Box 1000, Station 204  
Iqaluit, Nunavut X0A 0H0  
(867) 975-6000  
(Note: No LLA at this time)
9. **Alcohol and Gaming Commission of Ontario**  
20 Dundas Street West, 10th Floor  
Toronto, Ontario M5G 2N6  
1-800-522-2876 (Toll free)  
416-326-8700  
[www.agco.on.ca](http://www.agco.on.ca)
10. **Prince Edward Island Liquor Control Commission**  
3 Garfield St.  
P.O. Box 967  
Charlottetown, Prince Edward Island C1A 7M4  
(902) 368-5710  
[www.gov.pe.ca/law/statutes](http://www.gov.pe.ca/law/statutes)
11. **Régie Des Alcools, Des Courses et Des Jeux**  
560, boul. Charest Est  
Québec, Québec G1K 3J3  
(418) 643-7667  
1-800-363-0320  
[www.msp.gouv.qc.ca/racj/index.asp](http://www.msp.gouv.qc.ca/racj/index.asp)
12. **Saskatchewan Liquor and Gaming Authority**  
2500 Victoria Avenue, 9th floor  
P.O. Box 5054  
Regina, Saskatchewan S4P 3M3  
(306) 787-4213
13. **Yukon Liquor Corporation**  
9031 Quartz Road  
Whitehorse, Yukon Y1A 4P9  
(867) 667-5245  
[www.liquoractreview.yk.net](http://www.liquoractreview.yk.net)  
(Note: LLA currently under review)

# Liquor Licensing Authorities in the United States in 2002

**Alabama Alcoholic Beverage Control Board**  
2715 Gunter Park Drive West  
Montgomery, Alabama 36109  
Phone: (334) 271-3840  
Fax: (334) 277-2150  
[www.abcboard.state.al.us/](http://www.abcboard.state.al.us/)

**Alaska Department of Revenue  
Alcoholic Beverage Control Board**  
550 West 7th Avenue  
Suite #350  
Anchorage, Alaska 99501  
Phone: (907) 269-0350  
Fax: (907) 272-9412  
[www.abc.revenue.state.ak.us/](http://www.abc.revenue.state.ak.us/)

**Arizona Department of Liquor Licenses and Control**  
800 W. Washington, Fifth Fl.  
Phoenix, Arizona 85007  
Phone: (602) 542-5141  
Fax: (602) 542-5707  
[www.azll.com/](http://www.azll.com/)

**Arkansas Department of Finance and Administration  
Alcohol Beverage Control Division**  
Technology Center, Suite #503  
100 Main Street  
Little Rock, Arkansas 72201  
Phone: (501) 682-1105  
Fax: (501) 682-2221

**California Department of Alcoholic Beverage Control**  
3810 Rosin Crt.  
Suite #150  
Sacramento, Ca 95834  
Phone: (916) 263-6900  
Fax: (916) 263-6912  
[www.abc.ca.gov/](http://www.abc.ca.gov/)

**Colorado Department of Revenue  
Liquor Enforcement Division**  
1881 Pierce #108A  
Lakewood, Colorado  
Mail: 1375 Sherman Street, Denver, CO 80261  
Phone: (303) 205-2300  
Fax: (303) 205-2341  
[www.revenue.state.co.us/liquor\\_dir/](http://www.revenue.state.co.us/liquor_dir/)

**Connecticut Department of Consumer Protection  
Liquor Division**  
State Office Building  
165 Capitol Ave  
Hartford, Connecticut 06106  
Phone: (860) 713-6200  
Fax: (860) 713-7235  
[www.cga.state.ct.us/2001/pub/Chap545.htm](http://www.cga.state.ct.us/2001/pub/Chap545.htm)

**Delaware Department of Public Services  
Alcoholic Beverage Control Commission**  
820 French Street  
Wilmington, Delaware 19801  
Phone: (302) 577-5222 or 1-800-273-9500  
Fax: (302) 577-3204  
[www.delawarepublicsafety.com/dabc.cfm](http://www.delawarepublicsafety.com/dabc.cfm)

**District of Columbia Department of Consumer and Regulatory Affairs  
Alcoholic Beverage Control Division**  
North Potomac Building  
614 H Street, N.W. Room 807  
Washington, D.C. 20001  
Phone: (202) 442-4445  
Fax: (202) 727-7388

**Florida Department of Professional Business Regulations**  
Division of Alcoholic Beverages  
1940 N. Monroe  
Tallahassee, Florida 32399-1020  
Phone: (850) 488-3227  
Fax: (850) 922-5175  
[www.state.fl.us/dbpr/abt/index.shtml](http://www.state.fl.us/dbpr/abt/index.shtml)

**Georgia Department of Revenue**

270 Washington S.W.  
 Atlanta, Georgia 30334  
 Phone: (404) 656-4252  
 Fax: (404) 657-9690  
[www2.state.ga.us/Departments/DOR/alccohol/index.shtml](http://www2.state.ga.us/Departments/DOR/alccohol/index.shtml)

**Hawaii Liquor Commission City and County of Honolulu**

711 Kapiolani Blvd., Suite #600  
 Honolulu, Hawaii 96813-5249  
 Phone: 1-800-838-9976 toll free  
 M-F 7:45 am-4:30 pm or  
 Phone: (808) 527-6280  
 Fax: (808) 591-2700

**Department of Liquor Control County of Hawaii**

101 Aupuni Street, Suite 230  
 Hilo, Hawaii 96766  
 Phone: (808) 961-8218  
 Fax: (808) 961-8648

**Department of Liquor Control County of Kauai**

4444 Rice Street, Suite 120  
 Lihue, Kauai 96766  
 Phone: (808) 241-6580  
 Fax: (909) 241-6585

**Department of Liquor Control County of Maui**

2145 Kaohu Street, Room 107  
 Wailuku, HI 96793  
 Phone: (808) 243-7753  
 Fax: (808) 243-7558

**Idaho Department of Law Enforcement Alcoholic Beverage Control Division**

700 S. Stratford Lane, P.O. Box 700  
 Meridian, Idaho 83642  
 Phone: (208) 884-7060  
 Fax: (208) 884-7096

**Idaho State Liquor Dispensary**

1345 E. Beechcraft Ct.  
 Boise, ID 83716  
 Mailing Address: PO Box 179001  
 Boise, ID 83717-9001  
 Phone: (208) 334-5300  
 Fax: (208) 334-2533

**Illinois Liquor Control Commission**

100 West Randolph Street  
 Suite #5-300  
 Chicago, Illinois 60601  
 Phone: (312) 814-2206  
 Fax: (312) 814-2241  
[www.state.il.us/lcc/](http://www.state.il.us/lcc/)

**Indiana Alcoholic Beverage Commission**

302 West Washington Street  
 Room E114  
 Indianapolis, Indiana 46204  
 Phone: (317) 232-2463  
 Fax: (317) 233-6114

**Iowa Alcoholic Beverages Division**

1918 S.E. Hulsizer Avenue  
 Ankeny, Iowa 50021  
 Phone: (515) 281-2407  
 Fax: (515) 281-7385  
[www.iowaabd.com/](http://www.iowaabd.com/)

**Kansas Department of Revenue**

Division of Alcoholic Beverage Control  
 4 Townsite Plaza, Suite #210  
 200 S.E. 6th Street  
 Topeka, Kansas 66603-3512  
 Phone: (913) 296-7015  
 Fax: (913) 296-0922  
[www.ksrevenue.org/abc.htm](http://www.ksrevenue.org/abc.htm)

**Kentucky Department of Alcoholic Beverage Control**

1003 Twilight Trail, Suite A-2  
 Frankfort, Kentucky 40601  
 Phone: (502) 564-4850  
 Fax: (502) 564-1442

**Louisiana Department of Public Safety Office of Alcoholic Beverage Control**

2124 Wooddale Blvd.  
 P.O. Drawer 66404  
 Baton Rouge, Louisiana 70896  
 Phone: (504) 925-4041  
 Fax: (504) 925-3975

**Maine State Liquor and Lottery Commission Bureau of Alcoholic Beverages and Lottery Operations**

8 State House  
 Augusta, Maine 04333-0008  
 Phone: (207) 289-3721  
 Fax: (207) 287-4049

**Maine Bureau of Liquor Enforcement**

Bureau of Liquor Enforcement  
State House Station #87  
Augusta, Maine 04333  
Phone (207) 624-8973  
Fax: (207) 624-8979

**Liquor Licensing**

State House Station #164  
Augusta, Maine 04333  
Phone: (207) 624-8745  
Fax: (207) 624-8767  
[www.maineliquor.com/  
reg\\_rulesandregs.htm](http://www.maineliquor.com/reg_rulesandregs.htm)

**State of Maryland**

**Comptroller of the Treasury**

**Alcohol and Tobacco Tax Unit**

Louis L. Goldstein Treasury Bldg.  
P.O. Box 2999  
Annapolis, Maryland 21404-2999  
Phone: (410) 260-7311  
Fax: (410) 974-3201

**Massachusetts Alcohol Beverages Control  
Commission**

Leverett Saltonstall Bldg., Government Center  
100 Cambridge Street, Room 2204  
Boston, Massachusetts 02114-2130  
Phone: (617) 727-3040  
Fax: (617) 727-1258

**Michigan Liquor Control Commission**

7150 Harris Drive  
P.O. Box 30005  
Lansing, Michigan 48909  
Phone: (517) 322-1353  
Fax: (517) 322-5188  
[www.michigan.gov/cis/0,1607,7-154-10570\\_15146-  
39817--,00.html](http://www.michigan.gov/cis/0,1607,7-154-10570_15146-39817--,00.html)

**Minnesota Department of Public Safety**

**Liquor Control Division**

444 Cedar Street, Suite 133  
St. Paul, Minnesota 55101  
Phone: (651) 296-6159  
Fax: 651/297-5259  
[www.dps.state.mn.us/alcgamb/  
alcgamb.html](http://www.dps.state.mn.us/alcgamb/alcgamb.html)

**Mississippi State Tax Commission  
Alcoholic Beverage Control Division**

P.O. Box 22828  
Jackson, Mississippi 39225  
Phone: (601) 923-7400  
Fax: (601) 923-7423

**Missouri Department of Public Safety  
Division of Liquor Control**

Harry S. Truman State Office Building, Room 860  
Post Office 837  
Jefferson City, Missouri 65102  
Phone: (601) 923-7400  
Fax: (601) 923-7423  
[www.mdlc.state.mo.us/](http://www.mdlc.state.mo.us/)

**Montana Liquor License Bureau**

125 North Roberts  
Helena, Montana 59620  
Phone: (406) 444-0700  
Fax: (406) 444-0750

**Nebraska Liquor Control Commission**

301 Centennial Mall South  
P.O. Box 95046  
Lincoln, Nebraska 68509-5046  
Phone: (402) 471-2571  
Fax: (402) 471-2814

**Nevada Department of Taxation**

1550 E. College  
Carson City, Nevada 89706-7921  
Phone: (775) 687-4892  
Fax: (775) 687-5981

**New Hampshire State Liquor Commission**

Robert J. Hart Building  
Storrs Street  
P.O. Box 503  
Concord, New Hampshire 03302-0503  
Phone: (603) 271-3134  
Fax: (603) 271-1107  
[webster.state.nh.us/liquor/](http://webster.state.nh.us/liquor/)

**New Jersey Dept. of Law and Public Safety  
Division of Alcoholic Beverage Control**  
140 East Front Street  
P.O. Box 087  
Trenton, New Jersey 08625-0087  
Phone: (609) 984-2830  
Fax: (609) 633-6078  
[www.state.nj.us/lps/abc/](http://www.state.nj.us/lps/abc/)

**New Mexico Regulation and Licensing  
Department  
Alcohol and Gaming Division**  
725 St. Michael's Drive  
P.O. Box 25101  
Santa Fe, New Mexico 87504-5101  
Phone: (505) 827-7066  
Fax: (505) 827-7168

**New York Division of Alcoholic Beverage  
Control  
State Liquor Authority**  
84 Holland Avenue  
Albany, New York 12208  
Phone: (518) 474-0810  
Fax: (518) 402-4015  
[www.abc.state.ny.us/](http://www.abc.state.ny.us/)

**New York Division of Alcoholic Beverage  
Control  
State Liquor Authority**  
11 Park Place  
New York, NY 10007  
Phone: (212) 417-4002

**North Carolina Alcoholic Beverage Control  
Commission**  
3322 Garner Road  
P.O. Box 26687  
Raleigh, North Carolina 27611- 6687  
Phone: (919) 779-0700  
Fax: (919) 662-1946  
[www.nccrimecontrol.org/ale/](http://www.nccrimecontrol.org/ale/)

**North Dakota Office of the State Treasurer  
Alcohol Beverage Control**  
State Capitol  
600 East Boulevard Avenue  
Bismarck, North Dakota 58505- 0600  
Phone: (701) 328-2643  
Fax: (701) 328-3002

**Ohio Department of Commerce  
Division of Liquor Control**  
6606 Tussing Road  
Reynoldsburg, Ohio 43068-9005  
Phone: (614) 644-2360  
Fax: (614) 644-2513  
[www.state.oh.us/com/liquor/liquor.htm](http://www.state.oh.us/com/liquor/liquor.htm)

**Oklahoma Alcoholic Beverage Laws  
Enforcement Commission**  
4545 N. Lincoln Blvd.  
Suite #270  
Oklahoma City, Oklahoma 73105  
Phone: (405) 521-3484  
Fax: (405) 521-6578  
[www.able.state.ok.us/](http://www.able.state.ok.us/)

**The Oklahoma Tax Commission  
Alcoholic and Tobacco Division**  
2501 N. Lincoln Blvd.  
Oklahoma City, Oklahoma 73194-0004  
Phone: (405) 521-4557

**Oregon Liquor Control Commission**  
9079 S.E. McLoughlin Boulevard  
P.O. Box 22297  
Portland, Oregon 97222  
Phone: 1-800-452-6522 or (503) 842-5000  
Fax: (503) 872-5266  
Alcohol Server Education: (503) 872-5133  
[www.olcc.state.or.us/](http://www.olcc.state.or.us/)

**Pennsylvania Liquor Control Board**  
Commonwealth of Pennsylvania  
Northwest Office Building  
Harrisburg, Pennsylvania 17124-0001  
Phone: (717) 783-9454  
Fax: (717) 787-8820  
See also the Bureau of Licensing  
See also Pennsylvania Liquor Control Board  
Liquor Code  
[www.lcb.state.pa.us/](http://www.lcb.state.pa.us/)

**Rhode Island Department of Business  
Regulation  
Liquor Control Administration**  
233 Richmond Street, Suite #200  
Providence, Rhode Island 02903-4213  
Phone: (401) 222-2562  
Fax: (401) 222-6654  
[www.dbr.state.ri.us/liquor\\_comp.html](http://www.dbr.state.ri.us/liquor_comp.html)

**South Carolina Department of Revenue and Taxation**

**Alcohol Beverage Licensing Section**

301 Gervais St.  
P.O. Box 125  
Columbia, South Carolina 29214-0137  
Phone: (803) 737-5000  
Fax: (803) 734-1401

**South Dakota Department of Revenue  
Division of Special Taxes and Licensing**

700 Governor's Drive  
Pierre, South Dakota 57501-2276  
Phone: (605) 773-3311  
Fax: (605) 773-6729

**Tennessee Alcoholic Beverage Commission**

226 Capitol Blvd. Building, Room 600  
Nashville, Tennessee 37219-0755  
Phone: (615) 741-1602  
Fax: (615) 741-0847

**Texas Alcoholic Beverage Commission**

5806 Mesa Dr.  
P.O. Box 13127  
Capitol Station  
Austin, Texas 78711-3127  
Phone: (512) 206-3333  
Fax: (512) 206-3449  
[www.tabc.state.tx.us/](http://www.tabc.state.tx.us/)

**Utah Department of Alcoholic Beverage Control**

1625 South 900 West  
P.O. Box 30408  
Salt Lake City, Utah 84130-0408  
Phone: (801) 977-6800  
Fax: (801) 977-6888  
[www.alcbev.state.ut.us/](http://www.alcbev.state.ut.us/)

**Vermont Department of Liquor Control**

State Office Building  
Green Mountain Drive  
Drawer #20  
Montpelier, Vermont 05620-4501  
Phone: (802) 828-2345  
Fax: (802) 828-2803  
[www.state.vt.us/dlc/](http://www.state.vt.us/dlc/)

**Virginia Department of Alcoholic Beverage Control**

2901 Hermitage Road  
P.O. Box 27491  
Richmond, Virginia 23261-7491  
Phone: (804) 213-4413  
Fax: (804) 213-4415

**Washington Business License Services**

Department of Licensing  
P.O. Box 9034  
Olympia, Washington 98504-3075  
Phone: (360) 586-2784  
Licensing: (360) 586-6700  
Fax: (360) 586-1596

**Washington State Liquor Control Board**

1025 East Union  
Olympia, Washington 98504-3075  
Phone: (360) 753-6273  
Fax: (360) 586-0878

**West Virginia Alcohol Beverage Control Commission**

**Enforcement and Licensing Division**  
322 70th St. S. E.  
Charleston, West Virginia 25304-2900  
Phone: (304) 558-2481  
Fax: (304) 558-0081  
[www.state.wv.us/abcc/default.htm](http://www.state.wv.us/abcc/default.htm)

**Wisconsin Alcohol and Tobacco Enforcement**

Department of Revenue  
4610 University Avenue  
Madison, Wisconsin 53708  
Phone: (608) 266-3969  
Fax: (608) 264-9920

**Wyoming Liquor Commission**

1520 East 5th Street  
Cheyenne, Wyoming 82002  
Phone: (307) 777-7231  
Fax: (307) 777-5872

# Some Server Training Contacts

## ***Ontario:***

Smart Serve  
5405 Eglinton Avenue West, Suite 106, Box MM7  
Toronto, Ontario M9C 5K6  
Telephone: 416-695-8737  
Fax: 416-695-0684  
e-mail: [general@smartserve.ca](mailto:general@smartserve.ca)  
[www.smartserve.ca](http://www.smartserve.ca)

## ***British Columbia:***

Serving It Right:  
The Responsible Beverage Service Program  
HIEAC  
#204-15225 104th Avenue  
Surrey, British Columbia  
V3R 6Y8  
1-604-930-9770  
[www.servingitright.com/](http://www.servingitright.com/)

## ***Prince Edward Island:***

Responsible Beverage Service  
A Beverage Service Course authorized by the  
Liquor Commission  
1-800-446-5265  
[www.hollandc.pe.ca/continuingeducation/  
TourismandHospitality.htm](http://www.hollandc.pe.ca/continuingeducation/TourismandHospitality.htm)

## ***Nova Scotia:***

It's Good Business  
TIANS  
1-800-948-4267  
[www.tourismhrc.com/index.php?CT=TP](http://www.tourismhrc.com/index.php?CT=TP)

## ***United States of America:***

Responsible Hospitality Institute  
National Hospitality Resource Network  
World Trade Center  
1250 Sixth Avenue, Suite 217  
San Diego, California 92101  
Phone: 619-234-0007  
Fax: 619-234-0319  
[www.HospitalityWeb.org](http://www.HospitalityWeb.org)



**If server training information for your province or state does not appear above, check with your provincial or state liquor licensing authority about server training options.**

# Internet Links for Articles and Resources

Centre for Addiction and Mental Health  
[www.camh.net/resources](http://www.camh.net/resources)

Ontario Recreation Facilities Association  
[www.orfa.com](http://www.orfa.com)

Municipal World  
[www.municipalworld.com](http://www.municipalworld.com)

Alcohol Policy Network  
[www.apolnet.org](http://www.apolnet.org)  
[www.apolnet.org/resources/apnupdt.html](http://www.apolnet.org/resources/apnupdt.html)

Liquor Control Board of Ontario  
[www.lcbo.com](http://www.lcbo.com)

Lawsnet — Canadian Law Index  
(contains links to various Canadian Laws and Acts)  
[www.lawsnet.com](http://www.lawsnet.com)

The Alcohol and Gaming Commission of Ontario  
[www.agco.on.ca](http://www.agco.on.ca)

Insurance Brokers Association of Canada  
[www.ibac.ca](http://www.ibac.ca)

PAL Insurance  
[www.palcanada.com](http://www.palcanada.com)

Canadian Centre on Substance Abuse  
[www.ccsa.ca](http://www.ccsa.ca)

Canadian Recreation Facilities Council  
[www.crfc.ca](http://www.crfc.ca)

U.S. National Clearing House for Alcohol and Drug Information (NCADI)  
[www.health.org](http://www.health.org)

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# CAMH Community-Based Policy Resources

*Blazing New Trails Policy Workbook:  
Guiding your way through an alcohol policy*  
1997  
Product Code PG090

*Setting a New Direction: A Resource Guide for Alcohol,  
Tobacco and other Drug Policies for Summer Camps*  
1998  
Product Code PG092

*Travelling Together: A Hands-on Guide for Moving  
Your Community Group to Action*  
Product Code PG105

## Ordering Information:

### MAIL

Centre for Addiction and Mental Health  
Marketing and Sales Services  
33 Russell Street  
Toronto, Ontario, Canada  
M5S 2S1

### TELEPHONE

Toll Free: **1-800-661-1111**  
Toronto area and outside continental North  
America: **416-595-6095**

### FAX

416-593-4694

# Video Loan Information

*SPECIAL OCCASIONS: A Guide to Responsible Alcohol Service.*  
Hospitality Industry Training Organization of Ontario  
Running time: 18 minutes.

*INSIDE OUT — Alcohol Liability*  
Mike O'Shea interviews Robert Solomon, Professor of Law  
Running time: 26 minutes.

Videos may be borrowed from:

Centre for Addiction and Mental Health Library/Audio-Visual Lending Services  
33 Russell Street  
Toronto, Ontario  
M5S 2S1  
Telephone: (416) 535-8501, extension 6987  
Fax: (416) 595-6601  
E-mail: [gary\\_bell@camh.net](mailto:gary_bell@camh.net)  
Web Site: [www.camh.net/camh\\_library/audio\\_visuals/index.html](http://www.camh.net/camh_library/audio_visuals/index.html)

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## The “70 Plus” Policy: An Emerging Standard in Municipal Alcohol Management

Many municipalities have an alcohol risk management policy in place to reduce the potential for alcohol-related problems. Such policies are often referred to as Municipal Alcohol Policies (MAPs), Alcohol Management Policies (AMPs), or Alcohol Risk Management Policies (ARMs).

In May 1999, a jury of five individuals was assembled by the Chief Coroner’s Office to examine the alcohol-related death of a sixteen-year old girl in 1997, and the policy which was meant to minimize the likelihood of this accident from happening. Based on the evaluation results of municipal alcohol policies in the Province of Ontario and the Coroner’s Jury recommendation for policy review and revision, it would be prudent for municipal managers, whose municipalities have an alcohol policy, to keep them updated. That is, it would be wise to review them every few years in collaboration with those in the

community who would be most affected by any potential changes. The revised policies should score 70 points, and preferably more.

Municipalities, whose adopted policies were assessed using a Quality Measurement Form (QMF), that received a score of 70 or more points reported a quick reduction in alcohol-related problems, some within six months of adoption. Municipalities with lower ranked policies were, in some instances, taking up to five years to attain the same level of reported results.

While not a panacea for all alcohol-related problems, the development and implementation of a comprehensive policy can have beneficial effects. The template (QMF) used to assess a policy’s comprehensiveness can be obtained from the Centre for Addiction and Mental Health.

To assist municipal managers, a list of 92 municipalities with policies scoring 70 and more points is provided in the table below. By reviewing this list, municipal managers, in collaboration with community stakeholders, have an opportunity to locate policies, review them, and extract items that should enhance the comprehensiveness of their existing policy or provide quality policy content examples for those initiating the development of their first policy.

Ontario Municipalities with “70 Plus” Alcohol Management Policies:

MUNICIPALITY	ADOPTED	SCORE	MUNICIPALITY	ADOPTED	SCORE
<b>ALGOMA, District of</b>			OPASATIKA, Township	1997	95
BLIND RIVER, Town	1994	100	SMOOTH ROCK FALLS, Town	1993	86
HORNEPAYNE, Township	1995	79	TIMMINS, City	1997	98
JOHNSON, Township	1996	87	VAL RITA-HARTY, Township	1995	93
MICHIPICOTEN, Township	1994	88	<b>DURHAM, Regional Municipality of</b>		
<b>BRANT, County of</b>			BROCK, Township	1995	80
BRANTFORD, City	1993	71	<b>ELGIN, County of</b>		
<b>BRUCE County of</b>			AYLMER, Town	1995	86
WALKERTON, Town	1996	70	DUNWICH, Township	1994	71
<b>COCHRANE, District of</b>			DUTTON, Village	1994	71
BLACK RIVER-MATHESON, Township	1994	89	ST. THOMAS, City	1996	79
COCHRANE, Town	1993	93	<b>HALIBURTON, County of</b>		
FAUQUIER-STRICKLAND, Township	1995	90	SHERBORNE ET AL, Township	1996	90
HEARST, Town	1995	79	<b>HURON, County of</b>		
IROQUOIS FALLS, Town	1993	86	GODERICH, Town	1996	70
KAPUSKASING, Town	1995	89	<b>KENORA, District of</b>		
MATTICE-VAL COTE, Township	1996	93	MACHIN, Township	1996	76
MOONBEAM, Township	1995	98	RED LAKE, Municipality	1999	75
MOOSONEE, Development Board	1993	91			

MUNICIPALITY	ADOPTED	SCORE	MUNICIPALITY	ADOPTED	SCORE
<b>KENT, County of</b>			RUSSELL , Township	1998	72
BLENHEIM, Town Dept./	94	71	<b>RAINY RIVER, District of</b>		
CHATHAM, City Dept./	96	84	ATITOKAN, Township	1997	79
<b>LANARK, County of</b>			EMO, Township	1997	76
CARLETON PLACE, Town Dept./	95	83	<b>RENFREW, County of</b>		
<b>MISSISSIPPI MILLS, Town</b>	1998	84	McNAB, Township	1996	77
<b>LENOX &amp; ADDINGTON, County of</b>			PETAWAWA, Village	1996	85
GREATER NAPANEE, Town	1999	71	<b>PETAWAWA, Township</b>	1996	85
<b>MANITOULIN, District of</b>			RENFREW, Town	1994	78
BILLINGS, Township	1993	89	<b>SIMCOE, County of</b>		
CARNARVON, Township	1992	88	PENETANGUISHENE, Town	1996	78
GORE BAY, Town	1994	80	<b>STORMONT, DUNDAS &amp; GLENGARRY</b>		
<b>MUSKOKA, District Municipality of</b>			<b>United Counties of</b>		
HUNTVILLE, Town			CORNWALL, City	1996	71
LAKE OF BAYS, Township	1995	92	<b>SOUTH DUNDAS, Township</b>	1998	80
<b>NIPISSISING, District of</b>			<b>SUDBURY, District of</b>		
CALDWELL, Township	1997	90	<b>CHAPLEAU, Town</b>	1991	90
EAST FERRIS, Township	1999	90	COSBY-MASON & MARTLAND,	1994	94
MATTAWA, Town	1993	86	Township		
NORTH BAY, City	1994	91	<b>FOLEYET *</b>	1996	98
STURGEON FALLS, Town	1992	76	GOGAMA *	1993	88
TEMAGAMI, Township	1994	87	MASSEY, Town	1996	98
<b>OTTAWA-CARLETON,</b>			<b>THUNDER BAY, District of</b>		
<b>Regional Municipality of</b>			GERALDTON, Town	1996	85
CUMBERLAND, Township	1996	79	MANITOUWADGE, Township	1995	71
GLOUCESTER, City	1996	77	MARATHON, Town	1998	87
GOULBOURN, Township	1996	70	NIPIGON, Township	1995	73
KANATA, City	1997	73	RED ROCK, Township	1996	72
NEPEAN, City	1996	71	TERRACE BAY, Township	1996	83
OSGOODE, Township	1993	80	<b>TIMISKAMING, District of</b>		
WEST CARLETON, Township	1996	73	ARMSTRONG, Township	1994	88
<b>OXFORD, County of</b>			CASEY, Township	1996	95
INGERSOLL, Town	1993	76	COBALT, Town	1993	91
<b>PARRY SOUND, District of</b>			DYMOND, Township	1993	91
PARRY SOUND, Town	1995	84	ENGLEHART, Town	1993	87
THE ARCHIPELAGO, Township	1997	92	GOWGANDA *	1996	90
<b>PEEL, Regional Municipality of</b>			HARLEY, Township	1997	92
CALEDON, Town	1994	74	JAMES, Township	1995	98
<b>PETERBOROUGH, County of</b>			KENOGAMI & District *	1997	87
BURLEIGH & ANSTRUTHER, Township	1996	83	LARER LAKE, Township	1993	89
<b>PRESCOTT &amp; RUSSELL,</b>			LEBEL, Unorganized Township	1996	100
<b>United Counties of</b>			MATACHEWAN, Township	1993	99
ALFRED & PLANATAGENET, Township	1999	78	McGarry, Township	1994	90
			ROUND LAKE & Area	1997	94

# Alcohol Management in Recreation Facilities: Ingersoll and Other Rural Ontario Communities<sup>i</sup>

Ronald R. Douglas, M.A., Lynn Prentice, M.A.,  
Margaret Rylett, M.A., and Louis Gliksman, Ph.D.<sup>ii</sup>

## Introduction

In Ontario, a province of Canada, citizens wanting to rent their municipally-owned facilities for alcohol-related activities are required to obtain a special event drinking permit from the provincially administered Alcohol and Gaming Commission (A.G.C.O.)<sup>iii</sup>. Upon accepting a Special Occasion Permit (SOP) to operate a one-time social or fund raising event, the permittee accepts responsibility for the “safety and sobriety” of those attending. Nonetheless, as suggested by Smart (1988), these drinking events contribute to community health, social and public order problems. One explanation for the occurrence of these alcohol-related problems is the use of well-intentioned, but untrained community volunteers with little experience in the management of drinking environments.

With the courts holding municipalities and their volunteers increasingly accountable for the problems resulting from SOP drinking events (Solomon, Usprich, Douglas, Kiss, & Prout, 1996), municipalities are beginning to work with groups that use their facilities to reduce the frequency and severity of these drinking-related problems. The emerging harm reduction strategy consists of an alcohol management policy intervention combined with the training of alcohol servers supported by a public information campaign.

As a health promotion strategy, reducing harm is consistent with the World Health Organization’s position for improving population health since it enables individuals to participate in exercising control over the determinants of their health (Spasoff et al, 1987). In this instance, health-related risks are minimized through citizen participation in the shaping of local drinking practices.

## Purpose

Should alcohol management policies, known as Municipal Alcohol Policies (MAPs), prove successful in reducing problems in municipal facilities, then rural municipalities can be provided with a time limited, cost-

effective policy consultation. To better understand the extensiveness of this intervention and its outcomes, it was important to determine the number of rural localities developing MAPs, and to know if they were experiencing a reduction in alcohol-related problems.

## Method

To determine the level of alcohol management policy development, 777 Ontario municipalities<sup>iv</sup> listed in the Ontario Municipal Directory (1994) were surveyed between October 1<sup>st</sup>, 1994 and January 31<sup>st</sup>, 1995. When cities were excluded from this total, 724 communities remained. Of this total, 150 were towns, 465 were townships, and 109 were villages. Responses were received from 496 of these municipalities, giving a response rate of 68%. The proportion of responses corresponds to the distribution of towns, villages and townships across Ontario. As a result, the confidence in these findings is relatively high.

A number of those communities categorized as towns were highly urban in nature. That is, they had a relatively high population density with economies derived from a more industrial or commercial base than from agriculture. According to the census dictionary (Statistics Canada, 1991), a rural community is defined as one with a low population density, lying outside an urban area. Rural areas include small towns, villages and townships. For the purposes of this paper, towns were selected on the basis of population, so that only those with populations of less than 10,000 have been included, and those with populations of 10,000 or more have been excluded. All of the towns selected had population densities well below the census criteria. The population of the towns selected ranged in size from less than 669 to 9,715. The villages ranged in population size from less than 156 to 6,016, and townships ranged in population size from 144 to 39,679<sup>v</sup>.

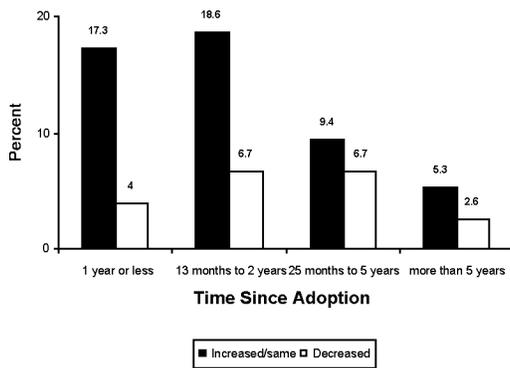
## Results and Discussion

### *Provincial Status*

Of those towns, townships and villages responding, 393 (79%) had facilities for which Special Occasion Permits could be issued or which were eligible for a permanent bar licence. Of those with eligible drinking facilities, 111 (28%) had written alcohol management policies in place (75) or in development (36).

Of the 111 alcohol management policies in place or in development, more policy activity is occurring in town-

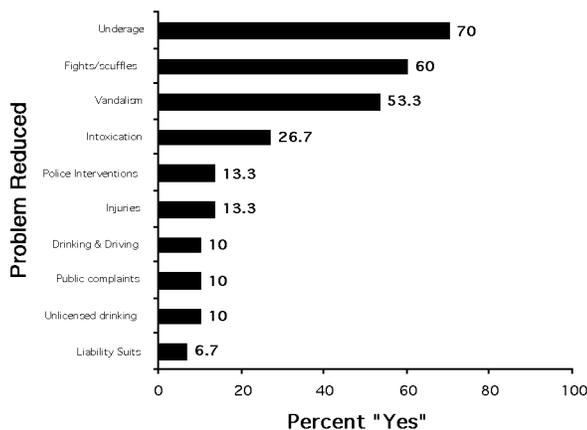
**Figure 1: Change in Rentals Since Policy Adoption in Towns, Townships and Villages**



ships (66), relative to their distribution in the sample, with 35 occurring in towns and 10 in villages. The most prevalent reasons given for developing a municipal alcohol policy (MAP) were: liability awareness (42 mentions); safety reasons (21 mentions); to reduce problems (17 mentions); stimulated by a presentation (10 mentions); recommendation by recreation staff (9 mentions) and did so as a pro-active problem prevention strategy (8 mentions).<sup>vi</sup>

Of the 75 formal policies adopted by rural municipalities, 47% had been in place for less than one year. An additional 28% had been in place for 13 months to two years, and 25% had been in place for 25 months to five years.

**Figure 2: Specific Problems Reduced Since Policy Adoption in Towns, Townships and Villages**



About 67% of the adopted MAPs and those reported in development were formulated by special community committees set up for this purpose. About 17% were gen-

erated by municipal recreation committees, 14% by administrative staff, and 2% were formed by taking extracts from the provincial Liquor Licence Act.

More than 83% of the communities had assistance from professionals outside their municipal bureaucracy in developing their policies. This assistance was in the form of facilitation, consultation, and/or resource support. Among those who most often consulted to the policy development process were community program staff from the Addiction Research Foundation (ARF), and representatives from the local Public Health Units. Local police representatives, private consultants and representatives from the A.G.C.O. were also identified as having provided assistance. On average, the principal consultant contributed 70 hours over a span of 9 months<sup>vii</sup> developing a MAP.

*Committee Response to Policy Formulation Process*

A dozen policy committee members, from four different municipalities<sup>viii</sup>, were interviewed to assess their reactions to the policy consultations being provided by the ARF Consultants. On a five point rating scale, ranging from “strongly disagree” (1) to “strongly agree” (5), each individual was asked to rate: if the information and advice provided by the Consultant was helpful in guiding the process and in the drafting of the policy; whether having community participation on the committee was important to the development of the policy; if having drafted terms of reference was useful in guiding the committee through the process; whether community feedback was important to the successful adoption of the policy and acceptance by facility users; if server training helped the committee members to better understand why a policy was necessary; and whether they would recommend that other communities develop a policy in a similar fashion. The mean scores for all the categories ranged between 4.33 to 5.0, with an over all average score of 4.61, indicating support for the policy formulation process.

*Impact on Facility Use*

Of concern to local politicians, recreation staff, and volunteers from the user groups is the potential loss of rental revenue from cancellations resulting from the adoption of a Municipal Alcohol Policy. To determine the validity of this position, respondents were asked to indicate, based on either records they have kept or perceptions that they may have, whether changes in facility rentals had occurred since the implementation of their MAPs. Of the 75 communities with policies in place, 45% had noticed

no change, about 5% had noticed an increase, and 20% felt rentals had decreased. About 29% felt it was too soon to know, or they were uncertain.

Comparing the perceptions of the 53 municipalities who were definite about the impact of the policy on facility rentals by the length of time since the policy had been adopted proved interesting. Regardless of how long the policy had been in place, more respondents indicated they had experienced no change or an increase in rentals although some differences do exist on the amount of time the policy had been in place. These data are presented in Figure 1.

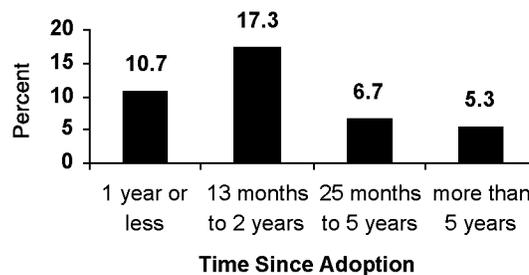
Depending upon the complexity and extensiveness of a policy, it may take as long as six months after adoption for the policy to be fully implemented and for facility users to be informed about the new regulations. As a result, little change in rentals should be expected during this time. This, in fact, proved to be the case. Where MAPs had been adopted for one year or less, about four times as many municipalities reported no change or an increase (13 communities) compared to those who felt there had been a decrease (3 communities). This suggests that initial fears expressed by some municipal officials about rental loss are less of an issue than was initially anticipated, and that those advocating for the development of MAP can be reasonable confident that this argument will not likely be supported by the results.

#### *Impact on Problems Experienced*

An expected benefit from adopting an alcohol management policy is the reduction of alcohol-related problems or the maintenance of problem-free events. Of the 75 communities that had adopted formal policies, 34 (40%) were able to report on this finding. The remainder felt it was too soon because they had not yet applied the policy, or they were uncertain<sup>ix</sup> about the impact. Of the 34 who responded, 30 had experienced a reduction in problems and four had not. Of those reporting a reduction in problems, as depicted in Figure 2, decreases in underage drinking, fighting, and vandalism were most often cited. Significant decreases were also seen in terms of the number of people becoming intoxicated, the number of police interventions and the number of incidents of drinking then driving.

When problem reductions were compared to the length of time a policy had been in place, as illustrated in Figure 3, it was evident that a reduction in problems could be seen as early as six months after policy adoption, and the per-

**Figure 3: Communities Benefitting from Problem Reduction by Time Since Adoption**



centage of communities noting reductions increased for those who had a policy in place for at least a two year period. Beyond the first couple of years, while it appears that there is a decline in the number of municipalities reporting that problems are being reduced, the percentage still reporting problem reductions, over the long term, remains higher than when municipalities initiate a policy action.

This should be expected and may have a couple of explanations. As problems are eliminated over time, municipal staff would have fewer concerns upon which to make comparative judgements. Since many municipalities make it a condition to periodically review and update their policies, it is unlikely that this long-term finding is an indicator of problems beginning to reappear.

#### **The Town of Ingersoll's Policy Experience**

Ingersoll is a rural community of approximately 9,500 residents in southwestern Ontario. The municipality owns and operates several parks and baseball diamonds, a large arena with an upper level lounge area, and a community centre complex that contains a pool, squash courts, an exercise area and meeting rooms.

#### *Policy Development*

In 1992, the municipality initiated a process to develop a policy to govern the use of alcohol in its municipally owned recreation facilities and parks. Formulation of the policy was guided by a committee of community stakeholders coordinated by the town's parks and recreation manager. Committee members included representatives from service clubs, sports groups (baseball, hockey and golf clubs), cultural/music groups (pipe band), town council, and police. Staff from the ARF and Public Health acted as consulting members providing policy

advice and information about alcohol and drinking practices. The committee met several times, usually at 3 week intervals, with each session lasting a couple of hours. The policy committee, during its deliberations, reviewed case law pertaining to alcohol liability, became familiar with the Liquor Licence Act governing SOP events, identified municipal facilities to be governed by the policy, examined a few policies developed by other municipalities, discussed potential risk and problem areas, and participated in a server training workshop.

Once the initial draft of the policy was completed, broader community response to the proposed regulations was sought through newspaper advertisements and by placing copies of the drafted policy in all municipal buildings. In addition, selected community groups and organizations were sent the draft for comment. The policy committee reviewed community feedback and incorporated appropriate suggestions so as to produce a final policy recommendation that reflected community interests, and yet, complied with provincial alcohol laws. On June 9, 1993, after eight months of work, the policy was approved by the town's municipal council.

### *The Policy*

The adopted policy lists municipal facilities governed by the policy, requires event operators to provide safe transportation strategies (such as establishing a designated driver program and posting warnings of police sobriety road side spot-checks), requires the posting of a sign informing all that it is unlawful to serve customers to intoxication, and that low and non alcohol drinks be made available. In addition, the policy lists a number of controls, such as: requiring a sufficient proportion of trained volunteers to work an event, providing adequate door coverage to check for proper identification, limiting the number of drinks to four per person per order, prohibiting last calls for drinks prior to closing, and serving drinks in plastic cups. The policy also contains a penalty clause for those groups who do not comply with the policy — the loss of future rental privileges. The policy also requires that rental groups obtain a minimum of 1 million dollars in liability insurance.

### *Outcomes*

Since implementing the policy, the town has lost few rentals. Those rentals, mainly “Stag & Doe” events<sup>x</sup>, were viewed as problem events that the town could afford to do without; for excessive drinking at these celebrations tended to result in considerable property damage. As a

result, losses in generated revenues were offset by a reduction in the need for additional clean-up costs, equipment replacement and building repairs.

The policy was implemented with minimal resistance from the majority of facility users. In large measure, this was due to Council's support of its recreation staff in their application of the policy. The Parks and Recreation Manager also cites the policy development process as being instrumental in the general acceptance of the policy by the community. That is, he suggests that the diversity of the policy development committee assured that the major facility users were able to have input throughout the development phase, and were, therefore, fully informed of the rationales behind the decisions made and the regulations decided upon — a real, participatory process.

An initial challenge to the policy came when a hockey team was caught consuming alcohol in a dressing room, posted as a non-drinking area, after a game. This infraction was dealt with by suspending the entire team from further facility use for the remainder of the season. Following this incident, other teams, if initially reluctant to follow the new rule, voluntarily complied with this policy regulation.

In 1994, following a successful year of policy implementation, the A.G.C.O. honoured the Town of Ingersoll with its *Excellence in Responsible Service Award*. The municipality was recognized because of the comprehensiveness of the policy, the community-based manner in which it was developed and successfully implemented. Overall, the development and implementation of a Municipal Alcohol Policy has been a positive experience for the community of Ingersoll. Municipal staff report encountering few problems during its first year of implementation. Furthermore, at a community meeting to assess reaction to the policy after one year of operation, facility user groups generally expressed their satisfaction with the policy. The few minor concerns raised were addressed by making minor alterations to the policy.

In 1994, Recreation Services International (RSI), a private company, was contracted by the municipality to deliver recreation services in the Town of Ingersoll. The agreement between the company and the corporation requires that RSI continue applying the alcohol management policy regulations. RSI representatives (McCart, 1996) have shared the Ingersoll Alcohol Management Policy with other client municipalities across Canada. Recently, RSI, based on their Ingersoll policy experience,

collaborated with another client township in the development of their Municipal Alcohol Policy — a further indicator that alcohol management policies are effective.

### *Consultation Time and Costs*

With Ingersoll located within 35 kilometres (22 miles) of the ARF Community Programs Office, staff time and expenses for travel were less than the projected average travel costs. Consulting time to the policy development and implementation process was as expected. In comparison, then, to the average projected policy consulting cost of \$4350<sup>xi</sup> per municipality, ARF's contribution to assisting Ingersoll in formulating their MAP was approximately \$1500 — a modest investment considering the number of problems being reduced and the length of time over which the reductions are being sustained.

### **Conclusion**

While it is common practice for governments to make rules for others, the policy paradigm emerging in these rural communities is different. As illustrated in Ingersoll, the policy formulation process involves a cross section of community members, often those directly affected by the policy, actively working in partnership with their municipal leaders. Quite possibly, it may be this applied process of “backyard democracy” to the development of social controls that is resulting, in large part, for the voluntary compliance to new regulations. In this instance, policy development has become synonymous with community development since the newly negotiated drinking norms are a reflection of a community's values and beliefs.

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### **End Notes:**

<sup>i</sup> This article was originally titled *Applied Democracy in the Reduction of Community Problems: Alcohol Policy Development in Rural Communities* and accepted for publication in 1997 in *Human Services in the Rural Environment*, 20(2), prior to the journal's cessation of publication.

<sup>ii</sup> All authors at the time of writing were employees of the Addiction Research Foundation (ARF). In 1998, the ARF was merged with other addiction and mental health organizations to create the Centre for Addiction and Mental Health (CAMH).

<sup>iii</sup> At time of policy activity, known as the Liquor Licence Board of Ontario (LLBO)

<sup>iv</sup> A municipality is defined as an area whose inhabitants are incorporated and whose powers are exercised by a council elected by the electors of the community.

<sup>v</sup> A township is a municipality with a large land mass, usually agriculturally based, which contains a number of small villages that do not have their own local government.

<sup>vi</sup> Because of multiple responses, mentions exceed 75.

<sup>vii</sup> Meeting for about 3 hrs. once every 3 weeks, on average.

<sup>viii</sup> The four municipalities included a rural municipality, a remotely located aboriginal community, a small geographically isolated city and a larger urban city.

<sup>ix</sup> Because of staff changes, poor record keeping, and so on.

<sup>x</sup> Parties held prior to a wedding for both male and female friends of the betrothed.

<sup>xi</sup> 42 hrs. policy advice, 18 hrs. implementation design, 10 hrs. server training (10 working days /\$1,750 cdn); travel salary time (8 working days /\$1400) and \$1200 lodging & meals.

### **Acknowledgements:**

The authors express their gratitude to Mr. Dan St. Amand, RSI General Manager for Parks and Recreation in the Town of Ingersoll, for his collaboration and support throughout the policy formulation process and the writing of this paper. Claire Narbonne-Fortin, in her capacity as Coordinator of Municipal Alcohol Policy activities, is acknowledged for her participation on the evaluation team and her comments on the paper.

# Alcohol Management in Recreation Facilities: Scarborough and Other Ontario Cities

BY COLLEEN TESSIER, MARGARET RYLETT, RON DOUGLAS, AND LOUIS GLIKSMAN

When providing municipally-owned facilities for community rental use, recreationists are often confronted with conflicting interests. For example, most users want alcohol available at their functions for social and/or fund raising reasons. Likewise, municipalities benefit from the revenue generated. On the other hand, municipalities can be held jointly liable for personal injuries and community vandalism caused by intoxicated participants. In addition, damage to facilities can increase maintenance costs and substantially cut into generated rental profits. The challenge, then, is to balance consumer demands for alcohol-related activities with administrative requirements to generate revenue and operationalize practices that will reduce or avoid alcohol-related social, health and public order problems.

## A Policy Option for Cities

Municipalities are increasingly addressing this challenge by introducing practical alcohol event management practices as a rental condition. A combination of compulsory training of event operators, the placement of signs in facilities affirming restrictions on serving intoxicated participants and a policy information campaign are generally used to gain community compliance.

Policy development may vary somewhat among municipalities. For instance, all cities are advised to involve municipal politicians and affected community groups. Smaller cities have tended to form an ad hoc committee of Council composed of city staff and user groups to develop a policy recommendation for Council approval. Larger municipalities, such as the City of Scarborough, have tended to develop their policies through the city administrative structure with periodic stakeholder input.

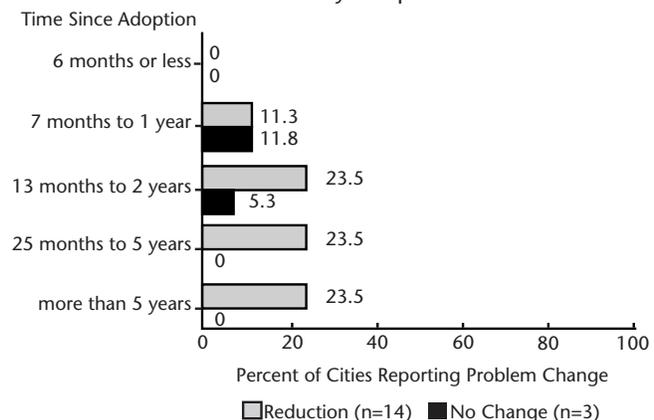
## Alcohol Policy Status Among Ontario Cities

To determine the extensiveness of Municipal Alcohol Policy (MAP) development in Ontario and perceptions of MAP's ability to reduce related problems, all Ontario municipalities were surveyed between October 1, 1994 and January 31, 1995. From the total population of

municipalities surveyed, 99 were urban centres with populations of 10,000 or greater and had a population density of at least 400 per square kilometre. Of these cities, 89 responded, and 88 had eligible (permit/bar licenced) facilities. Cities ranged in size from 10,330 to 590,835.

Of those 88 cities with eligible facilities, 51 (57%) had formal alcohol management policies in place or in development. Of the 32 cities with Council adopted policies, 19 per cent had been in place for six months or less. Twenty

Figure 1  
Perceptions about Problem Change (n=17)  
Since Policy Adoption



eight percent had been in place for 7 months to 1 year; 22 per cent had been in place for 13 months to two years, and 31 per cent had been in place for more than two years.

The majority of the cities (69 per cent) established a policy development committee to work through the formulation of the policy. These committees were composed of representatives from city departments, user groups, service agencies and so on. Nineteen percent of the policies were developed by administrators while 12 per cent were developed by a recreation committee.

The average time taken to complete the development of a policy was 11.5 months. Smaller cities (10,000 to 49,999) took on average 9.7 months while the larger municipalities (100,000+) reported taking up to 14.5 months.

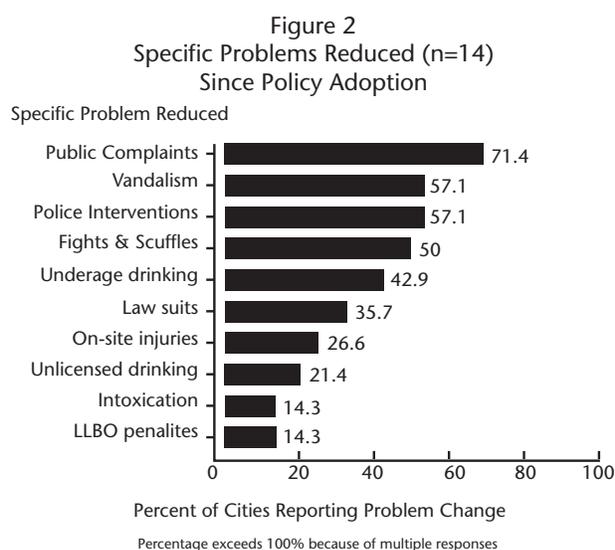
## MAP Impact on City Facility Rentals

Some politicians and recreationists, fearing a facility boycott in reaction to an alcohol policy, expressed apprehension at the possibility of losing needed revenue. Of the 31 municipalities with implemented adopted policies, 39 per cent reported no change in rentals, about six per cent had noticed an increase, and 26 per cent felt rentals had decreased. About 29 per cent felt it was too soon to know, or they were uncertain. However, those who were

definite about the impact of the policy on facility rentals since the policy had been adopted, regardless of how long the policy had been in place, indicated that overall they had experienced no change or an increase in rentals.

## MAP Impact on Alcohol-Related Problems

Of the 32 communities that had adopted an alcohol management policy, 17 (53 per cent) were able to indicate whether the policy was helpful in reducing problems or maintaining problem free events. The remainder felt it was too soon to comment since they had yet to fully



implement their policy or they were uncertain about the impact. Of the 17 who responded, 14 had experienced a reduction in problems and three had not.

Respondents did not notice fewer problems for at least six months since it appears to take about six months to fully implement a policy. However, by one to two years after policy adoption, at least four times as many cities were reporting a decrease in problems compared to those who did not have a policy. Cities that had a policy in place for more than two years unanimously reported fewer problems.

Of the 14 cities reporting fewer problems, few public complaints, acts of vandalism, and police interventions were most often cited

## The City of Scarborough's MAP Experience

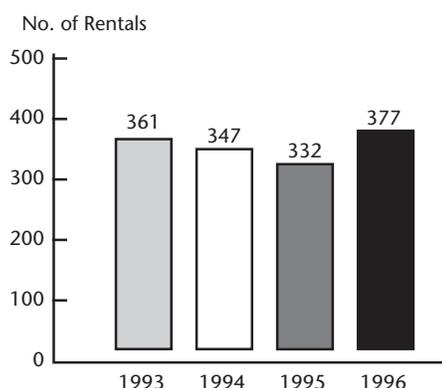
Scarborough is one of Canada's largest cities with a population of over 525,000. It is the third largest of six municipalities within the Metropolitan Toronto area. Leisure services are provided through the Recreation,

Parks and Culture Department. The Department is composed of several service divisions. The Recreation Division is responsible for the administration of 10 arenas, 22 community recreation centres, numerous swimming pools and tennis courts. The Parks Division is responsible for the care and maintenance of 264 public parks.

In response to an increasing use of alcohol permit functions and resulting incidents involving police interventions, the Scarborough City Council directed the Department to develop a Municipal Alcohol Policy. In the Summer of 1993, a policy committee, composed of three Department staff representing the two Divisions, consultants from the ARF and the Scarborough Health Department, a city councillor and a police officer, began its deliberations. The committee, meeting twice monthly, completed its draft recommendation for City Administrative Committee review by January 1994 with Council approving the policy in June of 1994. Following a 2 year implementation process, the city revised its policy to make attending Ontario's new SmartServe training program mandatory for all event workers and updated the list of facilities deemed suitable to host alcohol-related events.

Throughout the policy development process, the committee consulted with internal and external stakeholders. For example, the municipality's insurance carrier met with the committee to explain its liability coverage, police discussed their procedure for responding to drinking related complaints, and a Liquor Licence Board representative clarified the issuing of Special Occasion Permits (SOPs). Periodic presentations were also made to the Recreation Committee, Board of Health and individual Councillors to keep them apprised of the committee's work and emerging policy recommendations. As well, through the distribution of 200 notices, input was solicited from facility user groups and various community groups. Twenty

Figure 3  
City of Scarborough Hall Rentals, 1993 to 1996

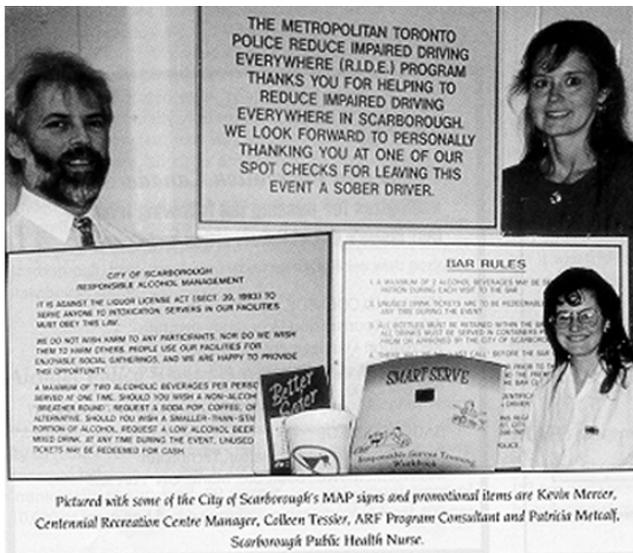


Policy adopted June, 1994  
Data provided by Kim Mercer, City of Scarborough Recreation Department

people participated in a panel presentation and 24 others returned questionnaires.

The Scarborough policy identifies a list of facilities that can host permit drinking functions. Approval for the use of an alcohol permit function in parks is considered separately. Permit holders must purchase a predetermined amount of liability insurance. Some of the procedures to be used at a permit event include: offering low alcohol content beer and inexpensive non alcohol drinks; using door supervisors trained to accept ID; serving drinks in plastic cups purchased from the city; limiting the purchase of alcohol beverages to 2 per bar trip; eliminating “last call” for drinks; and having all event workers abstain while working the event.

The adopted policy also requires that facility user groups



Pictured with some of the City of Scarborough's MAP signs and promotional items are Kevin Mercer, Centennial Recreation Centre Manager, Colleen Tessier, ARF Program Consultant and Patricia Metcalf, Scarborough Public Health Nurse.

be oriented to Scarborough's alcohol management policy. To this end, the City, Health Department and ARF pooled their resources to produce a variety of promotional items, some of which are pictured. To sample consumer receptivity to these promotional items, a short questionnaire was placed on bars. A total of 64 questionnaires were completed. Overall, respondents indicated support for strategies that encouraged the safe consumption of alcohol.

A variety of Health Department events were utilized to reach approximately 200,000 people through mall and other site displays. Newspaper and newsletter articles promoting the MAP are estimated to have reached another 234,000 residents, including city employees, the multi-cultural community and visitors.

At training sessions, servers and other event workers are also oriented to the policy regulations and the reasons for their introduction. As of January, 1997, 32 server

*Since the introduction of Municipal Alcohol Policies in Ontario in 1980, cities, such as Scarborough, have demonstrated large urban centres can successfully introduce new alcohol management practices to community groups.*

MAP inquiries should be directed to Ms. Colleen Tessier, Program Consultant, Addiction Research Foundation, Central Region Office, Community Programs and Services Department, 33 Russell Street, Toronto, Ontario, M5S 2S1, tel: (416) 595-8746, fax: (416) 595-5019, e-mail: . For a complete list of references, please contact one of the authors. training session have been conducted with 295 participants being trained, of which, 62 were city staff.

With the introduction of the Municipal Alcohol Policy, the City has been able to sustain rental revenues (*as illustrated in Figure 3*). The demand for facility usage has not declined since others have been quick to fill the vacancies created by those not wanting to comply with the new operating procedures. Also, Recreation Staff report decreases in alcohol-related incidents, police interventions and public complaints from neighbours residing near facilities.

## Conclusion

Since the introduction of Municipal Alcohol Policies in Ontario in 1980, cities, such as Scarborough, have demonstrated that large urban centres can successfully introduce new alcohol management practices to community groups.

All of the authors are employees of the Addiction Research Foundation (ARF). Colleen Tessier is a Toronto-based Program Consultant who consulted with the City of Scarborough in the development of its MAP. Margaret Rylett and Louis Gliksman are respectively, a Research Associate and Senior Scientist with the Foundation's Clinical, Social and Evaluation Research Department. Ron Douglas is the ARF's Program Leader for Community-Based Prevention Programs.

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## Municipal Alcohol Policies: Implications of a Coroner's Inquest

*By: Ronald R. Douglas, Margaret Rylett,  
Louis Gliksman and Claire Narbonne-Fortin*

As of December 31, 1998, an estimated 238 municipalities in Ontario had adopted policies to manage alcohol in their municipally owned recreation facilities. Municipalities have adopted these policies to reduce alcohol-related problems that could result in cities, towns, townships and villages being implicated in a lawsuit. As illustrated in the incident described below, the quality of a policy is essential to operating safer activities.

### The Incident

On August 9th, 1997 at 4:54 a.m., a 16 year-old teenager was pronounced dead at a health care centre in south central Ontario. She had succumbed to head injuries. The teen had been a passenger in a vehicle driven by her 19 year-old male companion. The driver was intoxicated from alcohol consumed at a park campsite located on municipally owned land. The two teens had been part of a large group of young drinkers who had brought their own alcohol into the area to party during the town's annual community festival activities. They, along with nearly a hundred others, were ejected from the campground due to overcrowding and noisiness. The driver misinformed police that his girlfriend, who was not licensed, would drive. Once ejected by the service club volunteer, he got behind the wheel, drove away, left the road and crashed down an embankment.

### The Recommendation of a Coroner's Jury

Prior to the 1996 incident in the town's park, the municipality, with a population of approximately 3500, adopted a policy to manage the use of alcohol in its town-owned parks and facilities. Such policies are often referred to as Municipal Alcohol Policies (MAPs), Alcohol Management Policies (AMPs), or Alcohol Risk Management Policies (ARMs). In this instance, the town refers to its

policy as an ARM. The purpose of these policies is to prevent alcohol-related problems and by reducing the potential for alcohol-related problems, the Town, as noted in their policy document, reduces the risk of injury and death.

In response to this tragic incident, a jury of five individuals was assembled in May of 1999, by the Chief Coroner's Office. These jurors examined the events that led to the crash and the policy that was meant to minimize the likelihood of this type of incident occurring. A major recommendation by the jury was to have the existing policy reviewed and revised immediately. They also directed the town officials to do this in consultation with user groups and affected residents.

### The Testimony

During 15 days of deliberations, a great deal of testimony was presented to the jury. Some of it pertained to the assessment of adopted policies using a Quality Measurement Form (QMF). The analysis involved 198 policies submitted by municipal staff during 1994 and 1996 surveys conducted by the Centre for Addiction and Mental Health (Addiction Research Foundation Division), along with those received from other sources up to 1998. The following points of information, while not as concisely presented to the jury, noted that:

- MAPs, AMPs and ARMs that received a score of 70 or more points reported a quick reduction in alcohol-related problems, some within 6 months of adoption. Municipalities with lower ranked policies were, in some instances, taking up to 5 years to attain the same level of reported results;
- policies scoring 70 or more points were described as being more comprehensive – containing a more complete set of interventions. A comprehensive alcohol policy was depicted as having six components (areas designated for alcohol use, listed management practices and prevention strategies, signs to be posted, noted enforcement procedures and a stated requirement for implementation and monitoring) with each component listing a set of specified interventions;
- compared with the overall average score for alcohol management policies adopted by Ontario cities, towns, townships and villages since 1980, the town policy received a score of 67, slightly above the overall average of 62 out of a possible 100 points. However, when compared to the 102 policies developed between 1995

to 1998, a more contemporary reference group, the Town's policy was ranked slightly below the average score of 73 points;

- more comprehensive policies were produced when community user groups and other stakeholders actively participated with municipal staff in developing the policy. Community involvement appears to identify specific areas in need of enforcement while generally increasing voluntary adherence by local user groups.

According to the testimony of those involved, the town developed its policy using a coalition composed primarily of health, social, and law enforcement professionals who lived outside of the community. The proposed policy was reported to have been sent to various facility-user groups in the community for comment. Apparently, none of the recipients replied.

The town's policy did not receive 70 points, in part, because of:

- 1) the use of language that permitted rental and facility user groups an option, in some instances, not to implement desired management or prevention practices (such as recommending, but not requiring event operators to provide safe transportation options for the intoxicated);
- 2) the absence of a training requirement for volunteer event operators in responsible management/serving practices;
- 3) no requirement for the periodic review of the policy;
- 4) no requirement for the ongoing promotion of the policy to facility user groups;
- 5) no requirement for the ongoing monitoring of the policy through the completion of incident report sheets; and
- 6) the absence of a by-law to support local police enforcement of the policy.

### **The Implications for Municipal Recreation Managers**

The motto for the Chief Coroner's Office of Ontario, *Speak for the Dead to Protect the Living*, exemplifies why a Coroner's Jury examined the circumstances that contributed to the death of this teenager and recom-

mended actions be taken to prevent any further reoccurrence. Based on the evaluation results of municipal alcohol policies in the Province of Ontario and the Coroner's Jury recommendation for policy review and revision, it would be judicious for municipal recreation managers, whose municipalities have an alcohol policy, to keep them updated. That is, it would be wise to review them every few years in collaboration with those in the community who would be most affected by any potential changes. The revised policies should score 70 points, and preferably more.

While not a panacea for all alcohol-related problems, the development and implementation of a comprehensive facilities alcohol management policy can have beneficial effects. The template (QMF) used to assess a policy's comprehensiveness can be obtained from the Centre for Addiction and Mental Health<sup>2</sup>.

*This article is dedicated to the memory of Lindsay McGuire... to protect the living.*

### **End Notes**

1 All of the authors are employed with the Centre for Addiction and Mental Health (CAMH). The opinions expressed in this article are those of the authors and do not necessarily reflect the views or policies of the CAMH. Ron Douglas, M.A., and Claire Narbonne-Fortin, B.A., are Community Health and Education Program Staff. Marg Rylett, M.A., and Louis Gliksman, Ph.D., are researchers with the Social, Prevention and Health Policy Research Department.

2 Readers wishing information about Municipal Alcohol Policy development or wanting to know more about the QMF can contact  
 Claire Narbonne-Fortin  
 Centre for Addiction and Mental Health  
 888 Regent Street, suite 302  
 Sudbury, Ontario P3E 6C6.  
 Tel: (705) 675-1195.  
 Fax: (705) 675-9121.  
 E-mail: cnarbons@vianet.on.ca  
 MAP resources are also contained in the ORFA library.

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# Glossary

**Accountability:** Subject to giving an account.

**AGCO:** Alcohol and Gaming Commission of Ontario.

**Blue Ribbon MAP:** A municipal alcohol policy that has a score of 70 or more points out of 100 and includes each of the six components described.

**CAMH:** Centre for Addiction and Mental Health.

**Caterer's Endorsement:** In Ontario, event organizers may hire a licensee with a caterer's endorsement to sell alcohol to their guests. This endorsement allows the sale and service of alcohol in an unlicensed area. The licensee assumes the potential liability as a provider of alcohol. A special event permit is not required.

**Civil Liability:** The liquor licensing legislation in some provinces and territories makes sellers of alcohol civilly liable if or when an intoxicated patron dies or injures or kills a third party.

**Commercial Liquor Licence:** A permit issued by the liquor licensing authority that permits the selling of alcohol as a commercial enterprise.

**Community Consultation:** The involvement of community members and municipal facility user group in the development of the policy.

**CRFC:** Canadian Recreation Facilities Council.

**Criminal Code of Canada:** An act respecting the criminal law in Canada.

**Designated Drivers:** Those persons who abstain from drinking alcohol at an event and who will agree to drive other members of their party home safely.

**Duty of Care:** The Supreme Court of Canada has imposed a general common duty on providers of alcohol to protect their intoxicated patrons or guests from harm.

**Event Sponsor (permit holder or event organizer):** The individual who signs the application for a special permit to sell and/or serve alcohol.

**Extra-strength drinks:** Drinks that contain alcohol in excess of the standard drink.

**Fetal Alcohol Syndrome:** The manifestation of specific growth, mental, and physical birth defects associated with the mother's high levels of alcohol use during pregnancy.

**Fortified Wine:** Wine, usually with 16 to 18% alcohol content by volume.

**Health Promotion:** The 1986 Ottawa Charter defined health promotion as "the process of enabling people to increase control over and to improve their health" and it identified five priority action areas: build healthy public policy; create supportive environments; strengthen community action; develop personal skills; and reorient health services.

**Last call:** "Last Call" is announced to notify patrons that the bar is about to close.

**Liability:** A legal obligation, usually financial.

**Light beer:** Less than 5 per cent alcohol content by volume, usually 4 per cent.

**Liquor Licence Act:** Each province or territory has a liquor licence act, which outlines the laws regarding the sale and service of alcohol.

**Liquor Licensing Authority:** The liquor licensing boards in all provinces and territories administer and enforce the laws regarding the sale and service of alcohol and have the authority to revoke or suspend permanent liquor licences and special event permits.

**Municipal Alcohol Policy (MAP):** A local policy option for municipalities to manage events held in municipally-owned facilities when alcohol is sold or served. May also be known as an Alcohol Management Policy (AMP).

**Municipal bylaw:** A law that can be enforced by a municipality in order to conduct its business.

**Occupier:** The Ontario Occupiers' Liability Act defines an occupier as anyone who controls the premises and has the power to admit or exclude entrants. Depending on the facts, several parties may be considered to be co-occupiers of a place.

**Occupiers' Liability Act:** The Ontario Occupiers' Liability Act requires occupiers to take "reasonable steps" to ensure that all entrants are "reasonably safe while on the premises." Under the Occupiers' Liability Act of Ontario, municipalities, as owners/occupiers, have the duty to prevent foreseeable harm to anyone who enters or is on the facility.

**ORFA:** Ontario Recreation Facilities Association.

**PAL:** Party alcohol liability (PAL) insurance for coverage and protection for the sale and supply of alcoholic beverages.

**Permit Holder:** The person who takes the responsibility for a one-time social event by signing the application obtained and presented to the provincial liquor licensing body.

**Policy Implementation:** After council passes alcohol policy as a bylaw, it is then put into operation.

**Policy Implementation Plan:** The plan to put the alcohol policy in operation.

**PSA:** Public service announcement provided without charge by the media.

**QMF:** Quality Measure Form.

**Rationale:** The fundamental reason for an action.

**Server Training (e.g., Smart Serve):** A server training program that covers topics such as recognizing and preventing intoxication, dealing with guests who are becoming intoxicated, and meeting your legal obligations. Smart Serve is currently available and approved by the Alcohol and Gaming Commission of Ontario. Some provinces, territories and states have similar programs.

**Spacer Round:** An alcohol-free round of drinks that can be substituted for an alcoholic drink to prevent excessive consumption.

**Special Event Permit:** A liquor license issued by the provincial or territorial licensing authority for one-time social events where alcohol will be sold or served. In Ontario, this is called a special occasion permit (SOP).

**Stakeholder:** A person who is affected by an issue or problem and who stands to either gain or lose when the issue is resolved.

**Standard Drink:** Standard Drink = 12 oz. 5 per cent alcohol content beer; 5 oz. 12 per cent wine; 1 1/2 oz. 40 per cent spirits.

**Terms of Reference:** The terms of reference outline the steps required to develop a Blue Ribbon Policy.

**Trespass to Property Act (TPA):** Under this Act, an occupier includes a person who is in physical possession of premises or a person who has responsibility for and control over the condition of premises or the activities carried on, or control over persons allowed to enter the premises, even if there is more than one occupier of the same premises.

**Vicarious Liability:** If servers of alcohol do not abide by Liquor Licence Act, the municipality and licence holder can share liability.