



REPORT FOR ACTION

Improving Health and Safety at Entertainment Events

Date: January 16, 2018

To: Community Development and Recreation Committee

From: Deputy City Manager, Cluster A

Wards: All

SUMMARY

In response to direction from the Community Development and Recreation Committee, a cross-divisional working group was formed to assess the City of Toronto's existing risk management plans for medical coverage for electronic dance music (EDM) and other entertainment events at venues that attract large crowds. Where appropriate, the working group will propose new measures to ensure greater public safety at these events. This report provides an update on the status of this work, and recommends next steps.

The working group is co-chaired by the General Manager of Economic Development and Culture (EDC) and the Executive Director of Municipal Licencing and Standards (MLS) and includes additional representatives and/or contributions from City Planning, the City Solicitor's office, the Office of Emergency Management, Toronto Buildings, Toronto Fire, Toronto Paramedic Services, Toronto Police, and Toronto Public Health, as well as the Alcohol and Gaming Commission of Ontario.

As outlined in the report, the work being undertaken by the cross-divisional working group will help ensure that Toronto's practices, policies, and regulations present the public and the city's entertainment industry stakeholders with an appropriate balance of mandated requirements and suggested best practices to ensure public safety is maximized and risk is reduced to the greatest degree possible at large-scale events held at privately owned venues as well as on City of Toronto property. Additionally, the report and its appendices provide an overview of current City of Toronto protocols, procedures and policies addressing public safety at entertainment events, as well as a jurisdictional scan comparing Toronto's framework to that of other key cities identified by the group.

In addition to providing an update, this report proposes the creation of a "Safety Summit" to engage industry stakeholders and further inform the continued policy assessment undertaken by the working group.

At the same time, a separate music-industry consultation group, convened by EDC staff and including representatives from the Toronto Music Advisory Council, will continue to

meet and review future public safety policies developed by the City of Toronto and make recommendations for policies that are realistic and relevant.

RECOMMENDATIONS

The Deputy City Manager, Cluster A recommends that:

1. The Community Development and Recreation Committee direct the General Manager, Economic Development and Culture, in consultation with City Planning, the City Solicitor's office, Municipal Licensing and Standards, the Office of Emergency Management, Toronto Buildings, Toronto Fire, Toronto Paramedic Services, Toronto Police, and Toronto Public Health, as well as the Alcohol and Gaming Commission of Ontario, to host a free, public "Safety Summit" to be held in Q2 of 2018, to accomplish the following:
 - a. Provide an opportunity for broad consultation with the music community on possible City actions, including the 20 proposed suggestions contained in Councillor Fletcher's letter of April 10, 2017 to address safety at entertainment venues and events before finalizing a list of recommended policies for Toronto.
 - b. Enable City staff from all relevant divisions to educate and inform the public and key event organizers on safety measures for large-scale outdoor music events and indoor venues (including Do-It-Yourself spaces) and, potentially, to make safety kits (contents to be confirmed) available to venue operators and event organizers as needed.
2. The Community Development and Recreation Committee direct staff to report to Committee and Council in 2019 with the results of the Safety Summit and any recommended changes to City policies and procedures to improve safety at these events that require Council approval.

FINANCIAL IMPACT

There is no financial impact arising from the adoption of this report. The costs incurred in organizing the Safety Summit would be about \$1,000 and will be managed under Economic Development and Culture Division's operating budget. The costs of implementing any future policy and program changes will be addressed when these are brought before Council.

The Acting Chief Financial Officer has reviewed this report and agrees with the financial impact information.

DECISION HISTORY

At its meeting held on January 16, 2017, Community Development and Recreation Committee, in considering a communication (dated December 22, 2016) from Councillor Fletcher (see Appendix I), directed the Deputy City Manager, Cluster A, to review the feasibility of mandating risk management plans for medical coverage for electronic

dance music events at venues that attract large crowds to ensure public safety and reduce risk and report back to its April 13, 2017 meeting.

At its meeting held on January 23, 2017, the Board of Health endorsed the recommendations laid out in Councillor Fletcher's letter (December 22, 2016) to Community Development and Recreation Committee on "Improving Safety at Large Private Electronic Dance Music Venues," and requested the Medical Officer of Health to work with the Deputy City Manager, Cluster A, to develop recommendations for a protocol to improve safety at private venue electronic dance music events.

At its meeting held on January 31, 2017, City Council in its consideration of CD17.7 "Improving Safety at Large Private Electronic Dance Music Venues" requested the City Manager to direct the appropriate City divisions and/or agencies to undertake a review of the current policies and regulatory regimes related to the operation of private electronic dance music venues, particularly those attracting high-volume crowds, and to report back to the appropriate Committee with a strategy and applicable recommendations to enhance public health and safety.

At its meeting held on April 13, 2017, the Community Development and Recreation Committee in its consideration of CD19.13 "Update on Medical Coverage and Other Safety Measures for Music Events, Including Electronic Dance Music" requested the Deputy City Manager Cluster A to:

- a. Invite the City Solicitor to participate in the cross-divisional working group.
- b. Forward the 20 conditions outlined in the attachment to a further letter (April 10, 2017) from Councillor Paula Fletcher to the cross-divisional working group for consideration as part of a mandatory risk management plan for Electronic Dance Music events (see Appendix A).
- c. Report to the October 23, 2017 Community Development and Recreation Committee meeting.

Following are links to the decisions of the Community Development and Recreation Committee, the Board of Health, and City Council.

a) CDRC recommendation on January 16, 2017.

<http://app.toronto.ca/tmmis/viewPublishedReport.do?function=getMinutesReport&meetingId=11843>

b) Board of Health decision on January 23, 2017.

<http://app.toronto.ca/tmmis/viewAgendaItemHistory.do?item=2017.HL17.8>

c) City Council adopted the recommendation, without amendment, on January 31, 2017.

<http://app.toronto.ca/tmmis/viewAgendaItemHistory.do?item=2017.CD17.7>

d) CDRC recommendation on April 13, 2017.

<http://app.toronto.ca/tmmis/viewAgendaItemHistory.do?item=2017.CD19.13>

COMMENTS

City staff in Economic Development and Culture, City Planning, the City Solicitor's office, Municipal Licencing and Standards, the Office of Emergency Management, Toronto Buildings, Toronto Fire, Toronto Paramedic Services, Toronto Police, and Toronto Public Health, as well as the Alcohol and Gaming Commission of Ontario – have reviewed and contributed to the analysis and recommendations in this report.

All City divisions represented in the cross-divisional working group provided information on their existing policies and activities that address public health and safety at entertainment events. The information collected and shared shows that while further review, research, and updating of these policies are certainly recommended, the City of Toronto already has many effective and proactive protocols and actions in place. A brief summary follows below; for more detail, please see the relevant appendices noted.

In addition, the cross divisional working group and relevant divisions have reviewed, as part of its policy assessment, the 20 conditions outlined in a letter from Councillor Paula Fletcher, dated April 10, 2017 (see Appendix 1). Some of the points are already operational and others require further review. Additionally, the proposed "Safety Summit" provides an opportunity to engage industry stakeholders in the assessment of these specific recommendations.

Current City of Toronto process and policies

There is currently no requirement for event organizers to provide information on private events to Toronto Paramedic Services or any other City division. However, when notified and as requested, Toronto Paramedic Services advises and recommends best practices to organizers of private events of any size. Toronto Paramedic Services also develops medical action plans and suggests an appropriate level of medical coverage, along with associated costs.

Upon request, Toronto Public Health provides health promotion and harm reduction information to private venues. Toronto Public Health also provides overdose prevention and response training sessions, which are open to staff from private venues and events. To date, staff from several venues have participated in this training.

All events held on City property must adhere to the Municipal Alcohol Policy. **See Appendix II.**

Risk Evaluation Processes

For events held on City of Toronto property, all event organizers are requested to complete an Emergency Action Plan (EAP). The EAP helps to identify potential event risks and manage resources and methods to respond effectively to emergencies. This EAP is coordinated through the Office of Emergency Management (OEM). **See Appendix III.**

Jurisdictional Scan

In addition to conducting an inventory of existing City of Toronto event related health and safety policies and actions, the cross-divisional working group carried out a

jurisdictional scan on best practices related to event safety drawn from nine cities and one U.S. state. Like Toronto, one of the key issues other jurisdictions are facing is drug-related overdose. Overall, communication, health promotion, education, and harm reduction were identified as the most effective approaches to drug use and overdoses at these events. The jurisdictional scan also identifies a range of health and safety issues such as sexual assault, safe transportation, and safe alcohol consumption; and includes location-specific best practice suggestions for addressing these health and safety concerns. **See Appendix IV.**

Industry Stakeholder Meeting

Economic Development and Culture and Toronto Paramedic Services held a meeting with a group of event organizers, venue owners, and DIY operators to understand some of the challenges they are facing as well as to provide them with updates on work being done by the cross-divisional working group. The industry stakeholders made the following comments regarding health and safety at events and venues:

1. General support for the idea of hosting a safety summit at City Hall.
2. Suggestion that event organizers should consider having naloxone kits available at all events and venues along with on-site staff trained on when and how to administer naloxone.
3. Concern over the cost of Toronto Paramedic Services coverage at events, specifically for small- to mid-sized events and venues.
4. Concern from Do-It-Yourself event organizers that there is no mechanism in place to determine if a space is safe to host an event.
5. Recommendation that the City of Toronto develop a temporary event permit for spaces not zoned or licenced for events.

Next Steps

With a goal for staff to report back to the Community Development and Recreation Committee in the first quarter of 2019 on recommended health and safety policies and guidelines for music events at private entertainment venues and any policy and guideline enhancements for events at City owned venues, the following next steps will be undertaken:

1. Staff in Economic Development and Culture will coordinate all elements of the proposed Safety Summit to provide an early opportunity for in-depth consultation with the music community on possible City actions to address safety at entertainment venues and events. The Safety Summit event will:
 - a. identify appropriate City staff across relevant divisions to participate in an information panel and a moderator to coordinate and lead a question-and-answer session
 - b. disseminate safety and regulatory information from City representatives and gather concerns, questions, and recommendations from the music community for a future report
 - c. provide a highly visible public forum for the City to demonstrate its concern for health and safety at public events and its interest in working collaboratively with the music community on finding harm-reduction solutions
 - d. consider distribution of “safety kits” at reduced or no cost to the music community

- i. prior to the Safety Summit, the cross-divisional working group will determine advisability / feasibility / cost of distributing safety kits, and if approved, the contents of these kits (could include naloxone kits, smoke alarms, fire extinguishers, and information on municipal code compliance for DIY / temporary event spaces)
2. The cross-divisional working group will work with all relevant City divisions to collate all available information on existing protocols, mandated and recommended procedures, and best-practice guidelines – and communicate this information more cohesively and proactively to the music community. This information will be included in staff presentations at the Safety Summit and will also be featured on the City of Toronto web site.
3. The cross-divisional working group will include in the future report any industry insights gathered by City staff in the process of ongoing work on the nighttime economy file (ED12.12, ED16.10). Work is being done to develop a Night Time Economy Action Plan. This project will study Toronto's night time creative economy, gather information on the local conditions and current status, review how municipal governments in other jurisdictions support the night time creative economy including health and safety, and propose a five-year Action Plan for Toronto between 2020 and 2025.
4. The cross-divisional working group will include, in the future report, any industry insights gathered by Responsible Hospitality Institute's work in Toronto – led by TABIA and Toronto Music Advisory Council contacts, beginning Q1 2018. The Responsible Hospitality Institute (RHI) is a private, non-profit organization that provides insight and model practices for events as well as resources and consultation services on nightlife.

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SIGNATURE

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ATTACHMENTS

Appendix I: December 22, 2016 and April 10, 2017 Letters from Councillor Fletcher to Community Development and Recreation Committee

Appendix II: Current City of Toronto Processes and Policies for Dealing with Larger-scale Music Events

Appendix III: Risk Evaluation Processes for Large-Scale Music Events

Appendix IV: A Jurisdictional Scan of How Public Safety, including Medical Coverage, is Handled at Music Events and Venues