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ENTERTAINMENT



PUBLIC SAFETY



MULTI-USE SIDEWALK



VENUE SAFETY



TRANSPORTATION



QUALITY OF LIFE

## HOSPITALITY ZONE ASSESSMENT *of* RHI's SIX CORE ELEMENTS

RESPONSIBLE HOSPITALITY INSTITUTE: Assisting Businesses and Communities to Create Safe and Vibrant Places to Socialize

# Milwaukee, Wisconsin

## Summary Report

### ROUNDTABLE DISCUSSIONS

JANUARY 10-12, 2011

Entertainment

Public Safety

Venue Safety

Multi-Use Sidewalk

Transportation

Quality of Life

### LEADERSHIP SUMMIT

MARCH 3, 2011



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**The contents of this report are a collection of opinions and do not reflect the opinions of the sponsors. Some facts have not been verified.**

## Why Invest in the Nighttime Economy?

*Social offerings, such as entertainment venues and places to meet, ranked as the most important quality that attaches people to community - Gallup and the John S. and James L. Knight Foundation's 2008 [Knight Soul of the Community](#) study project, which interviewed nearly 43,000 people in 26 communities over three years.*

*Nighttime economies attract other economic development and the creative class that have catalyzed the renaissance of notable cities worldwide. Tapping the after-5 potential can be prosperous investments that drive community revitalization, increase residential and commercial property value and generate much-needed city revenue and employment. — Sociable City Network*



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## MILWAUKEE ROUNDTABLE SUMMARY REPORT

Executive Summary .....	1
Background.....	1
Methodology .....	1
Summary .....	2
A New Beginning.....	2
A Framework for the Six Task Forces .....	3
A Note About the Six Core Element Reports.....	3
Public Safety Roundtable.....	4
Observations .....	4
Proposed Work Plan .....	4
Venue Safety Roundtable.....	5
Observations .....	5
Proposed Work Plan .....	5
Quality of Life Roundtable.....	6
Observations .....	6
Proposed Work Plan .....	6
Multi-use Sidewalk Roundtable .....	7
Observations .....	7
Proposed Work Plan .....	7
Transportation Roundtable.....	8
Observations .....	8
Proposed Work Plan .....	8
Entertainment Roundtable .....	9
Observations .....	9
Proposed Work Plan .....	9
Appendix 1: Participants- in one or more of four HZA phase.....	10
Appendix 2 Resources .....	12



## EXECUTIVE SUMMARY

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### Background

On September 16, 2009, Allison Harnden, Vice President, Responsible Hospitality Institute (RHI) visited Milwaukee, conducted interviews with City, community and nightlife stakeholders and toured Milwaukee's many hospitality zones. She also facilitated a seminar to orient and mobilize a leadership group known as the Transformation Team that could work towards the goal of planning for a safe and vibrant nighttime economy.

In the fall of 2010, Milwaukee BID 21 contracted with RHI to facilitate a consultation known as the Hospitality Zone Assessment (HZA), a process that assists communities to prevent and manage nightlife impacts, and maximize the benefits of a sociable economy. The goal is to highlight the community's resources and assets, and identify practical solutions to the risks created in hospitality zones.

### Methodology

RHI staff worked with Beth Nicols in identifying a balance of representatives to serve as a planning body, or Transformation Team. From years of research, there are approximately 75 stakeholder perspectives RHI knows to be crucial to planning, managing and policing hospitality zones. Ms. Harnden led Milwaukee's Transformation Team in identifying and recruiting people representing these perspectives to participate in the next three phases of the HZA.

The second phase saw RHI's president, Jim Peters, join Allison Harnden on December 9, 2010 to orient all stakeholders to their role in the HZA process and next steps. Participants began working together that day in 6 different task forces. The task forces were oriented around 6 Core Elements associated with safe and vibrant hospitality zones, as identified by RHI's research:

- ◆ **Entertainment:** Nurturing talent and supporting venues that provide multi-generational entertainment.
- ◆ **Public Safety:** Adapting regulatory compliance and policing for an active nighttime economy.
- ◆ **Venue Safety:** Internal policies and procedures to prevent service to the underage and intoxicated.
- ◆ **Multi-use Sidewalk:** Managing street vitality through entertainment, vendors and café seating.
- ◆ **Transportation:** Assuring safe and efficient access to and egress from hospitality zones.
- ◆ **Quality of Life:** Managing impacts from sound, trash, traffic, nuisance behavior and disorder.

In preparation for the roundtable discussions, HZA participants were asked to work together to gather research and other pertinent information, and to do their own late-night tour and field study using RHI's checklist to observe inside social venues and outside in the Hospitality Zones. Beyond fact-finding, these assignments are as much about bonding and building trust amongst stakeholders.

On January 10-12, 2011 RHI staff facilitated six focus-group Roundtables. Over fifty stakeholders, representing a wide range of public and private organizations, participated in one of six roundtable discussions, each centered around a core element theme. The purpose of these Roundtables was to gather information about trends, issues, resources and gaps relating to dining and entertainment, to hear observations from late night tours and to begin to formulate strategies to enhance the nighttime economy, public safety and quality of life of residents and district users. The strategies proposed by each group are contained in this report.



## Summary

Downtown Milwaukee has great potential to build upon current assets and grow a strong nighttime economy that is both vibrant and safe. It has architectural interest, distinct districts, popular summer events and a population of fun-loving people. Long-standing business favorites and traditions are being enhanced with an influx of new people and new ideas. As patrons, they bring expectations about service and night offerings. Businesses have a similar relationship with city services. As "investors" in the City businesses have a time frame to get their businesses open. When opening is delayed, it costs thousands of dollars. Residents also see downtown's potential, and invest in property and enjoy the convenience and life-enhancing amenities of downtown living. They work hard to protect their investment.

Milwaukee's nightlife is evolving, due in part to demographics. The U.S. collective high school class of 2009 is the largest in U.S. history. Milwaukee is experiencing this demographic surge with legitimate patronage later at night, but also with under 21's or those that can't afford to go inside venues creating their own party in the street. In downtown Milwaukee the numbers and variety of people that frequent the nighttime economy have not been measured.

The market has changed, but governmental processes have not caught up. Milwaukee's systems are currently based on a City with less activity than exists today in 2011. If Milwaukee is to maximize this window of opportunity, some key systems will need to be evaluated and modified, starting at the top in an expedited manner.

The existing process for obtaining and reviewing alcohol licenses is inconsistent and unpredictable from license application to license application, and threatens to inhibit economic development. This theme echoes a previous report conducted by the City in 2009 which found that "significant changes in the licensing approval, renewal and revocation processes are essential." In all six roundtable focus groups, without prompting, the system for licensing was clearly identified as the root of dysfunction for a variety of problems.

Police try to enforce and businesses try to self police, but their hands are tied. There are so many inconsistencies in the rules, they are both confused. City employees and residents also fervently requested a streamlining of the process, clarification of standards and a proactive approach that could prevent problems. Residents file complaints about businesses, and often wait a full year before license renewal to see results. They become victimized for legitimate complaints. Well-run businesses can be shut down over one person's unfounded complaints. In the meantime, discontent festers.

## A New Beginning

Healthy stakeholder relationships are key to highly functional hospitality zones. A focus on a downtown that operates at night presents new ways to work together. The participants in this HZA process recognized this, and requested forums that would enhance mutual understanding and dispel misconceptions. Residents and businesses identified opportunity to share their ideas and concerns in a positive way, by recognizing their common role as downtown neighbors. Businesses saw ways to partner with the city to provide constructive feedback as a user-end focus group to City processes, as well as contribute their entrepreneurial expertise to create a base of best practices that could evolve into common operating standards. The City has a role, too. With limited budgets, they cannot afford the cost caused by reactive systems. To achieve efficiency of police, licensing and code enforcement resources, they will need to adopt a proactive approach, first by evaluating the licensing process, evening staffing, then ordinances, codes and transportation with a new eye toward the nighttime economy.

Systems that work in the summer can be adapted to other times of year to attract more customers. Late night tour participants were treated by Transit Express with a shuttle that kept them warm, dry and allowed them to experience multiple night offerings in multiple districts. Mobility management will be crucial to growing Milwaukee's nighttime economy.

Now begins the process of removing barriers identified by each focus group and fostering better relationships between City, residents and commerce. With political will and improved systems in place, Downtown Milwaukee can fully embrace and step into the new vision of the healthy, vibrant sociable city to which it has already begun to evolve.

## **A Framework for the Six Task Forces**

Attention to the Six Core Element subject areas outlined in this report are known to improve safety and viability of nighttime economies. Through the HZA process, Milwaukee now has over 50 people with a deep understanding of and commitment to those discipline areas. As an overarching strategy to accomplish the actions recommended by each roundtable group, RHI recommends that:

At the March 3 Leadership Summit, participants will discuss a process to continue the implementation of the recommendations through a "Hospitality Resource Partnership" with representatives from each core element overseeing all recommendation development and implementation, with a special focus on the following:

- a) Advocate for City departments to work collectively to streamline and clarify system to open a business and to communicate expectations. Provide feedback to the city for streamlining, create flowcharts and a publication that collects information from multiple departments into one document.
- b) Facilitate research and review of other cities' best practices, which can be developed into consistent standards for license review.
- c) Explore feasibility of a shuttle that circulates people amongst districts, bridges the dark spaces between vitality nodes, disperses closing time crowds quicker and circulates them to parking, bus stops and taxi stands.
- d) Change the licensing and enforcement process so the attached proposed work plans can be effective.
- e) Augment the makeup of license review committee with additional outside representatives to ensure balance of perspectives. The range of expertise will assure a complete and thoughtful analysis. (See Madison Alcohol Review Committee, et al in Appendix).

## **A Note About the Six Core Element Reports**

Unlike most consultations that rely on an expert to render an outside opinion, RHI's HZA also mines the expertise and resources within the local community to determine a course of action. The following six reports and proposed action plans reflect a blend of each group's recommendations with RHI's expertise.

The March 3, 2011 Leadership Summit built on the knowledge and experience of participants where each Core Element group was tasked to add specifics of how the recommendations will be implemented, including what other organizations or resources will be needed, and a proposed timeline for implementation of work plans. This final report incorporates edits submitted at the Leadership Summit and follow-up task force meetings.

*What follows is a summary of comments and observations made by individuals participating in the hospitality zone tour, Orientation and Roundtables. This summary is based upon preliminary discussions, has not been verified and does not reflect the sponsors of this project.*





## Public Safety

Public safety in hospitality zones requires a continuum of collaborative partnerships, from licensing and permitting to enforcement and regulatory agencies. Communication among safety, businesses and residents is key to reducing risk.

PUBLIC SAFETY

## PUBLIC SAFETY ROUNDTABLE

Effective management of public safety and conflict mitigation in nightlife districts relies upon proactive approaches, a continuum of collaborative partnerships and stakeholder skill levels attuned to safety needs particular to hospitality zones. Though not documented, presumably thousands of people frequent Milwaukee's nighttime economy. The peak time for safety management is at bar closing time and after. Currently police are the sole partner tasked with managing public safety ranging from low to high risks. While BID 21 provides ambassadors, their shifts end just when the crush of people arrive for nighttime socializing. Auxiliary police have been a traditional resource, but current enrollment numbers are down. Police assume additional workload of code enforcement on sidewalk cafes, street vendors, taxi cab operations in addition to regular policing duties since other governing or regulating bodies currently do not provide staffing in evening hours or on weekends, when hospitality zones are at peak demand.

The answer is, not necessarily, more police. Other City departments and policy makers have a role, too. The City's current reactive style is costly, time consuming and risky. Problems can't be effectively broached sometimes until license renewal, giving an entire year for conflict and risk to escalate. Requirements are subjectively applied and vary widely from establishment to establishment. Such disparities impede businesses' ability to self police, adding an undo burden to the role of public safety at night. Police need guidance and support relative to rules and requirements outside their general policing purview (i.e. buskers, smoking enforcement, valet parking), so they can enforce more consistently and efficiently. Many problems can be avoided with a more objective, streamlined license process that communicates expectations upfront and by relegating safety roles to appropriate organizations i.e. street ambassadors or auxiliary police.

### Observations

- Space between business clusters/districts lack management, street guardianship or caretakers for the vulnerable lone woman or intoxicated people who need sober rides or assistance.
- Resource: Police Department's "Tavern Car" officers are educated in nighttime operations checks for over occupancy and respond to calls for service involving alcohol-licensed venues.
- Risk Alert: Occupancy is determined by square footage, numbers of exits and toilets rather than possible impacts. Currently, a 50 person and 5,000 person occupancy businesses are treated similarly. No security plan is required.

### Proposed Work Plan

1. **Prepare Officers for Hospitality Zone Assignment** – Ideal Hospitality Zones have a consistent group of officers who interact with nighttime businesses and patrons, often on foot or bike when appropriate. Work to assign officers whose demeanors and abilities are suited to hospitality zone activity. Train officers in verbal judo, in details of license types and how to complete reports so they're useful in hearings. After requirements, rules, ordinances are reviewed and revised by the City, educate officers so enforcement is consistent, fair, and made confidently by officers who are on the same page.
2. **Expand Late-Night Safety Partnerships** – Extend ambassador shifts to create more safety visibility, interact with and provide resources to nighttime economy customers. Residents, wishing to protect property value, offered to volunteer. (*See Norfolk, VA for ambassadors; Sacramento, CA for volunteers*)
3. **Modify Current Licensing System so Decisions are Based on Objective Standards** – Research and modify license review models including Madison, WI and other cities that utilize balanced representation on review committee and objective measurements to make decisions.
4. **Utilize Data to Understand and Solve Problems** – Initiate a night census to identify numbers of people downtown, and when/where they spend their time to more efficiently apply resources.
5. **Contribute to Forming a Proactive, Objective System** – Convene regular forums to engage residents and businesses in less confrontational conflict resolution. Communicate expectations, build trust, and convey rules and best practices related to safety. Listen for common compliance barriers, communicate them to the City, and invite those stakeholders to the next meeting to clarify rules and resources.





## Venue Safety

With greater demand for nightlife, there is increased pressure for licensed beverage businesses to prevent sales and service to underage and intoxicated persons, as well as assure the safety of patrons inside venues and as they exit.

## VENUE SAFETY ROUNDTABLE

In Milwaukee, there is a range of nighttime business operators. Some are chains, some are independents. Within each of those, there are proactive operators who, for example, offer to soundproof nearby residential housing and nuisance operators that drop prices, over serve or use risky promoters. Efforts to “do good” are sometimes misunderstood or punished. For example, when a customer calls for a cab and the taxi honks to signal its arrival, the business is blamed for the taxi’s noise.

Because public perception often lumps all nighttime businesses into one, it is in their best interest to work together to assure the highest standards in maintaining security for patrons, quality of life for neighboring residents and businesses, and assuring their staff operates professionally and responsibly.

Business owners genuinely want to assist the City to better position Milwaukee as a friendly place to do business. They want to self regulate, but are perplexed by why and how to “jump through City hoops.” Ongoing communication with police and residents is also desired, not just when there are problems. They would like to provide feedback to, or get clarification from, other City departments or to report illegal sidewalk café operations. City staff available at night and weekends could serve as an asset by partnering with business owners in assuring for the care of nighttime economy customers and in hearing and resolving complaints.

### Observations

- Public Works is an example of good City customer service. They communicate well and solve problems.
- Current Best Practices include carding for re-entry after smoking, using ticketing and click counters to track occupancy, using wristbands and hand stamps, and door security engaging patrons in friendly conversation before they enter to gauge intoxication level.
- Risk Alert: There is confusion about outdoor seating rules as they relate to overall occupancy limits.

### Proposed Work Plan

1. **Cross Educate Stakeholders** - Communication Forums can help businesses understand residents’ concerns and how the City works, as well as help the City and residents understand businesses’ perspective. Providing safe space to discuss common complaints or how businesses are challenged could lead to conflict resolution, better understanding and self-compliance, as well as recommendations to improve codes or streamline processes. Brady Street and Third Ward Association have begun to hold forums between businesses and police. Expanding City participants and including residents, this model can be adapted in the other hospitality zones to address concerns and provide recommendations to Aldermen. Consider an independent Liaison who works at night to monitor needs for improvement, to act as ombuds and educator to residents and businesses, and update Council. (*RHI Resources: Chicago for Roundtable Forums; San Jose, CA for Liaison.*)
2. **Organize Night Businesses** –The few who knowingly disobey rules potentially ruin the good names of the majority that operate at a higher standard. Operators independently have professional tactics and great ideas to raise the level of the industry, but are isolated from peers. A first step to a unified vision is collecting examples of best practices, and collaboratively agreeing on a common standard of operation that supports a safe and sociable city. Secondly, the group can identify areas for education that can serve as topics for Communication Forums. (See NYC Nightlife Association and Boulder’s Responsible Hospitality Group)
3. **Change Licensing System so Decisions are Based on Objective Standards** – Assure businesses are treated fairly and consistently by having objective standards for obtaining and retaining license to serve alcohol.
4. **Enhance Venue Safety Measures:** Security staff can more consistently screen out minors, cut off drinkers before they’re over intoxicated and direct the flow of people within venues so they don’t bottleneck and create choke points.





## Quality of Life

Mixed-use development places residents and commercial businesses in close proximity, often resulting in conflicts about noise, trash, vandalism, fights and public urination. Coordinated approaches to set community standards and hold patrons accountable for behavior can prevent or address impacts to residents and visitors.

## QUALITY OF LIFE ROUNDTABLE

Milwaukee is evolving with more residents and more nighttime businesses locating downtown. In early evening, residents can enjoy the walkable nature of downtown and partake in a variety of offerings. However, later at night as they settle back into their homes, some are impacted by noise and public indecency including urination, vomiting and fights. Likewise, daytime businesses have experienced broken planter boxes and tipped trashcans.

Residents are the lightning rod for determining how well a nighttime economy is managed. They can provide valuable information for improvement and are often willing to invest time to protect and enhance their property investment. The current process for including their viewpoint is complaint-based and so far down the line that their input is not likely to elicit change. Additionally, the current process tends to ignite and fuel hostile relationships between businesses and residents, whereas a more proactive one could strengthen the potential partnership between these stakeholders.

### Observations

- Businesses are successfully enforcing smoking ban, but smoking areas need to be designated and ash receptacles provided.
- Participants noted there is little to do at night for those under 21.
- Some intoxication levels on street are quite high, which could be due to car or parking lot parties. Four participants noted large glass sizes and heavy shot pours, which can reduce business profitability, contribute to intoxication and add to unruliness that patrons carry outside.

### Proposed Work Plan

1. **Change Licensing System** – by adding resident perspective to License Review Committee.
2. **Collaborate on a Downtown Neighborhood Association (DNA)** - Recognizing that downtown businesses and residents are neighbors, these groups can positively work together to:
  - a. Formulate a “DNA Seal of Approval” program that bestows positive recognition upon businesses that follow best practices mutually decided upon by DNA businesses and residents.
  - b. Accomplish a community cleanup, utilizing as a model Del Ray Beach, Florida’s “You’ve got a Great Backside” alley cleanup and transformation awards.
  - c. Research and document where improvements can be made i.e. repeated impacts, specific locations where broken glass is found. Cross-educate on how the situation creates impacts and dig deep for the why. Example: Manager turnover may explain recurrence of night staff dripping grease from kitchen to dumpsters.
3. **Quench Bar Close Intensity with Late-night Bites** – At night’s end, noise and other quality of life impacts erupt and can escalate as patrons linger on sidewalks, in parking lots and outside closed businesses. Promote existing food options available after bar close and encourage other businesses to serve late night bites to provide destinations for some who linger. This can also provide a BAC (Blood Alcohol Content) cool down period before patrons travel home.
4. **Review Policies Relating to Quality of Life Impacts** – Outdoor amplification of music may no longer be appropriate for a downtown with residents. Requiring valet parking companies to have a dedicated parking lot can eliminate the hijacking of resident parking and apartment loading zones if paired with consistent monitoring by code enforcement.



## Multi-use Sidewalk

Hospitality zone vitality often extends to the streets and sidewalks through outdoor dining, street entertainment, public markets and vendor shopping. Balancing pedestrian flow and safety with ADA rules, panhandling management and lighting to connect pathways is critical to success.

## MULTI-USE SIDEWALK ROUNDTABLE

When it comes to outdoor summer events, everyone agrees Milwaukee has great systems, great capacity and great participation. The rest of the year, downtown attracts thousands of night visitors and locals every weekend but things don't run as smoothly.

Businesses of all kinds are confused about permitting and how to stay in compliance. Enforcers are not up to date on changes to free parking and locations for food vendors. It was recognized that the City has improved the sidewalk café process and has worked hard to compile information for new businesses. However, confusion still prevails. Some businesses work hard to follow the rules; others plough forward illegally, causing frustration and divisiveness between peers.

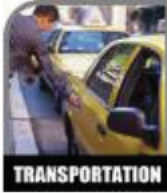
### Observations

- Milwaukee has a college student population of 92,000.
- Sidewalk café permits require different closing times (10pm, 12am, 2am), which differ by district.
- Resources: Development Center's website, BID 21 compilation of information on sidewalk cafes, Department of Health brochure compiles multi-agency requirements for events.
- Police are unaware of the new 2-hour free parking policy. Also, they force food trucks to move off public property even though they are following rules. Food trucks are only allowed on public property.

### Proposed Work Plan

1. **Change Licensing Process** – Include base standard by which to make consistent decisions on licenses related to sidewalk cafes, events, outdoor and patio entertainment. Take a leadership role in convening stakeholders to dialogue about steps to improve current process.
2. **Winterize Hospitality Zones** – Program and market events that embrace winter socializing, beginning with shoulder season in early spring and late fall. Model Red Arrow Park during holiday season where there is a warming place with beverages. Also offer heat lamps for smokers.
3. **Connect Nodes to Fill Dead Zones** where people are not comfortable walking i.e. between downtown and Third Ward, under freeway. Patronage drops off in winter months, and those that do come out don't circulate. Pilot a transportation circulator or streetcar on Saturday nights and more frequently in winter. Utilize taxi stands as invigorators and as pedestrian linkages.
4. **Improve Upfront Transparency of Business Licensing and Compliance Requirements** – Strive to make business opening a welcome process utilizing timelines, flowcharts and a detailed master multi-agency checklist. Convene a study group comprised of City and private sector (outdoor cafes, street vendors, food trucks, bar, restaurant, special event). Work to improve licensing processes and create better understanding of City and business needs within that process. Evaluate current system together, modify and simplify it. Then, educate all businesses and compliance agencies, and cross train licensing and permitting stakeholders. Consider an orientation for new food, beverage and nighttime businesses. (*RHI Resource: Case Study on San Diego Hospitality Business Orientation.*)





## Transportation

Planning for a comprehensive network of transportation services such as “safe ride” programs, taxi stands and extended public transportation hours, can help cities ensure safer and more efficient access to and egress from hospitality zones, and reduce impaired driving.

## TRANSPORTATION ROUNDTABLE

Ideally, nighttime transportation ensures safe and efficient access to, within and exit from hospitality zones for those who work or socialize there, and is a means to reduce and prevent alcohol-related harm. While the nighttime economy is often perceived as bars and nightclubs, in reality it spans beyond nightlife to night workers in twenty four hour logistics companies i.e. FedEx and UPS, office janitorial services, hospitals and more.

Milwaukee hosts a mix of public and private transportation and parking options. Two primary taxi companies and several independents serve the nighttime market with a cap on the numbers of cab licenses; University/downtown shuttles circulate; and some businesses circulate patrons to other businesses they own in other districts. While public transit in the Third Ward, on Milwaukee Street and in Old World District is available until midnight and until 2:30am on Water Street, many people aren't aware of it or buses don't run late enough for some night workers. While some systems are effective, others need to be expanded either by time of day, location or beyond current customer base.

Barriers will need to be overcome. Taxi stands are hard to find for non-regulars, but businesses resist giving up on-street parking for them. Suburbanites worry about where to park and safe access between businesses and parking, particularly dark, urine-stenched stairwells in parking structures. Public services are challenged by limited resources.

Integrating public and private sectors of transportation and parking can create synergy for a nighttime mobility plan and is an efficient way to achieve both nighttime economy goals and overall City benchmarks. Transportation is not just a cost, but an investment in economic development and a way to market downtown housing. It can enhance public safety, align with goals to reduce carbon emissions and encourage ability to live downtown without a car.

### Observations

- Local City ordinance prohibits hailing of taxis. Companies prefer dispatch, while cabbies prefer queuing.
- Taxicab Review Board meets mid-April, 2011 and could hear recommendations.
- Resources: ParkMilwaukee.com; City Engineer compiled 2010 capacity for each parking structure; Westown is investigating mobile app version of Parking Map; City has Overnight Parking Permission where people can call in or sign up online to prevent ticketing.
- Parking lot parties have caused parking operators to withdraw staff for safety concerns. Yet, unsupervised parking lots lead to parking lot parties.
- Improved valet operating guidelines are needed. Some valets illegally use meters or poach in surface lots until caught. They should use designated lots with stalls dedicated to their operation.

### Proposed Work Plan

1. **Enhance Mobility to, From, Within and Amongst Hospitality Zones** – Collect or analyze existing data such as public transport ridership and pedestrian counts. Conduct an inventory of current mobility modes and utilize TV, PSAs, phone apps, brochures, nighttime businesses and wayfinding to create awareness about parking and restroom locations and transit schedules. To broaden customer base, investigate night transit connector to suburbs, rebranding from day park/ride to night park/play and marketing geared to suburbanites to overcome perception barriers. Consider a Night Circulator that connects people to parking, other districts, after-bar food options and public transit hubs.
2. **Manage Order at Exiting** – Particularly on Water and Juneau Streets, traffic congestion is complicated by taxi queues that also block limo and valet access to venues. To clear the district quickly and efficiently, queuing should be relegated off main streets and near largest concentrations of occupancy. Designated surface parking lots can be used as mobility management centers that establish a system of order to the street. A staff person can expedite riders into cabs and act as eyes for police and emergency services. For low risk cases, ambassadors can lend a helping hand. Evaluate need for public restrooms and consider integrating portapotties into mobility management center for cab drivers and patrons. *(Resource: Brisbane, Australia for Staffed Mobility Management)*





## Entertainment

Progressive cities nurture dining and entertainment opportunities for diverse ages, lifestyles and cultures. Support mechanisms include incentives for business development and retention, as well as assessments of nightlife's economic value and contributions.

## ENTERTAINMENT ROUNDTABLE

Music and entertainment are tools to achieve the social connections that support the nighttime economy. In Milwaukee, multiple districts and distinct business clusters offer a variety of entertainment options spread out over a large area downtown. Social magnets like Pabst Theatre, Bradley Center and Turner Ballroom attract large numbers of people who also frequent dining and entertainment businesses before and after ticketed events.

Milwaukee's live music and night scene is accelerating from an influx of innovators from other cities and an engine of native young people staying in the City and participating as entrepreneurs, performers and patrons. While Baby Boomers may go out once a week and spend \$200, young people may go out 3 times weekly and spend \$50 each time. Entrepreneurs, seeing this market potential, want to tap into it, but are stymied by the process to open a business or by inequity of standards in approval for improvements or renewals.

On the event side, Milwaukee risks losing its hard-earned reputation as a City of Festivals since event planners are challenged to sustain costs of suddenly-announced, sometimes unpredictable and steep fee increases paired with new earlier festival closing times that impair the event's ability to generate projected revenue. Changes in recent policy no longer allow multi-day permits.

### Observations

- Tourism is Milwaukee's second largest industry. A significant percentage of visitors' and convention delegates' dollars are spent on dining and entertainment.
- Downtown and near downtown have distinctive hospitality zones and entertainment clusters at the following locations: Milwaukee Street, Water Street, Jefferson Street, Old World Third Street, Historic Third Ward and Brady Street.
- Events programmed by downtown organizations and at Downtown Milwaukee county parks have become popular destinations that drive vibrancy in summer and fall months.

### Proposed Work Plan

1. **Change Licensing Process by Gaining Political Will** – Make patrons and general public aware of challenges and achieve political will to make improvements.
2. **Mobilize Advocates for Change** – There is an emerging community within the City of Milwaukee of individuals that are energized and fully engaged in the nighttime economy. This exercise has helped inspire individuals to collaborate, recognizing that collectively nighttime businesses, their employees and databases of people that patronize them represent a large constituency of people who can advocate for the changes they want. Tallying the economic value of combined forms of entertainment (sports, leisure, events, dining, entertainment, dance clubs and music) communicates strength. Visit Milwaukee has measured the economic impact of key special events, which may be used as a model to gather more information. Take care to frame this initiative into an awareness campaign, not an attack. (*Resource: Seattle's "A Day Without Music" campaign.*)
3. **Inventory and Market Current Options** – Events, table tennis nightclub, LGBT bars, concerts, theatre, sporting events and various styles of music, including hip-hop, R&B, alternative and country. *There's Something for Everyone* was suggested as a branding tagline. Patrons (including those leaving Summerfest at 11pm) need to know the cornucopia of entertainment options that exist. Work to refine distinctions in districts, but also build on the overarching connection of nighttime diversions. Inventory and consider organizing, packaging and promoting them by audience. Build and strengthen a brand to market and attract conventions, downtown residents and new industries.
4. **Support a Concierge Government** – To cultivate entertainment, assist City to convert to a pro-business approach. The following specific requests were suggested: make standards for entertainment more consistent and transparent, re-examine and reconsider one day limit for special events, and provide sufficient advance notice of rule changes and fee increases. Some participants expressed events held at parks within entertainment district should have extended hours, while others suggested that Summerfest closing time be re-evaluated similar to New Orleans Jazz Festival to encourage more tourism spending be spread out across the community.

**APPENDIX 1: PARTICIPANTS- IN ONE OR MORE OF FOUR HZA PHASE**

<b>Pat Abram</b> Position: Assistant Company: Milwaukee Downtown Business Improvement District #21	<b>Ed Hanrahan</b> Position: Company: Open Road Events	<b>Tina Lukowitz</b> Position: Director of Marketing Company: Water Street Brewery
<b>Don Arenson</b> Position: Resident Company: Milwaukee Resident	<b>Heather Harbach</b> Position: Neighborhood Relations Liaison Company: University of Wisconsin- Milwaukee	<b>Habib Manjee</b> Position: General Manager Company: Ladybug Club LLC
<b>Stephen Basting</b> Position: Captain Company: Milwaukee Police Department	<b>Robert Harris</b> Position: DCD Planning Company: City of Milwaukee Department of City Development	<b>Ryan Matteson</b> Position: Publicity Company: Pabst Theater
<b>Dawn Bloomfield</b> Position: Owner Company: Club Charlies	<b>Julie Hults</b> Position: Environmental Specialist Coordinator Company: City of Milwaukee Health Department	<b>Nick Murado</b> Position: Operating Manager Company: Ladybug Club LLC
<b>Kate Borders</b> Position: Executive Director Company: East Town Association, Inc.	<b>David Jacobs</b> Position: Intern Company: Milwaukee Police Department	<b>Elizabeth A. Nicols</b> Position: Executive Director Company: Milwaukee Downtown Business Improvement District #21
<b>Stacie Callies</b> Position: Executive Director Company: Westtown Association	<b>Les Johns</b> Position: Owner Company: L. Johns Services, LLC	<b>Nancy O'Keefe</b> Position: Executive Director Company: Historic Third Ward Association
<b>W Chang</b> Position: Owner Company: Tigerbite	<b>Jim Johnson</b> Position: Sales Operations Manager Company: Viking Electric Supply	<b>Todd O'Leary</b> Position: Director of Membership Company: VISIT Milwaukee
<b>Jacob Corr</b> Position: Assistant District Attorney Company: Milwaukee County	<b>Dan Jorgenson</b> Position: Owner Company: Edelweiss	<b>Gregory Patin</b> Position: DCD Planning Company: City of Milwaukee Department of City Development
<b>Steve Costello</b> Position: President/CEO Company: Bradley Center Sports and Entertainment Corp	<b>Mary Jungers</b> Position: Resident Company: Milwaukee Resident	<b>Jim Plaisted</b> Position: Executive Director Company: East Side Business Improvement District #20
<b>Nicole De Motto</b> Position: Intelligence Spc Company: Milwaukee Police Department	<b>Michael Kenney</b> Position: General Manager Company: CPS Parking	<b>Teri Regano</b> Position: Owner Company: Regano's Roman Coin
<b>John Doherty</b> Position: Company: Transit Express Inc	<b>Curt Kluth</b> Position: Festival Director Company: Saz's Festivals LLC	<b>Chris Rute</b> Position: Development Center Manager Company: City of Milwaukee Department of City Development
<b>Vince Flores</b> Position: Director of Public Service Ambassadors Company: Milwaukee Downtown Business Improvement District #21	<b>Ghassan Korban</b> Position: Coordination Manager Company: City of Milwaukee Department of Public Works	<b>Steph Salvia</b> Position: Exec. Assistant Company: Brady Street Business Improvement District
<b>Jeff Frank</b> Position: Vice President Company: Robertson Ryan & Associates	<b>Cindy Krahenbuhl</b> Position: Executive Director Company: The Guest House	<b>Mark Schaefer</b> Position: General Manager Company: G4S Secure Solutions USA
<b>Cecilia Gilbert</b> Position: Permits and Comm. Manager Company: City of Milwaukee Department of Public Works	<b>Claude Krawczyk</b> Position: Attorney/Resident Company: O'Neil, Cannon, Hollman, DeJong & Laing S.C.	<b>David Schlabowske</b> Position: Bicycle and Pedestrian Coordinator Company: City of Milwaukee Department of Public Works
<b>Rebecca Grill</b> Position: Manager Company: City of Milwaukee License Division	<b>Dan Lipski</b> Position: Battalion Chief, 3rd District Company: Milwaukee Fire Department	<b>Mary Smarelli</b> Position: President Company: Transit Express Inc
<b>Kristin Godfrey</b> Position: Director of Marketing Company: Lowlands Group		

**Adam Stephens**  
Position: Asst. City Attorney  
Company: Milwaukee City Attorney

**Kate Strzok**  
Position: Member  
Company: Broadway Paper

**Jeff Sherman**  
Position: President  
Company: OnMilwaukee.com

**Jim Szudzik**  
Position: Venue Manager  
Company: Beer Capitol Distributing

**Deborah Tomczyk**  
Position: Attorney  
Company: Reinhart Boerner

**Michael Vitucci**  
Position: Operator  
Company: Whiskey Bar

**Diane Wagner**  
Position: Alcohol Responsibility Initiatives  
Manager  
Company: MillerCoors

**David Ware**  
Position: Facility Manager  
Company: Milwaukee Public Market

**Michael Whitcomb**  
Position: Owner  
Company: Law Offices of Michael A.I.  
Whitcomb

**Rachel Wezek**  
Position: Account Executive  
Company: Ellingsen Brady Advertising

**Gary Witt**  
Position: Executive Director  
Company: Pabst Theater



## APPENDIX 2 RESOURCES

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**Madison's Alcohol License Review Committee** – This committee, comprised of voting and non-voting members, including dining and entertainment and resident perspectives, helps shape city alcohol policy. Contact Joel Plant for more information.

**Norfolk BID Safety Ambassadors** – Safety ambassador hours were extended to 3:00 a.m. to create greater safety presence, to be eyes and ears for police. Ambassadors provided escorts and partnered with taxi companies and parking facilities to assist impaired patrons to find safe rides home. Find Case Study on RHI's [www.SociableCity.org](http://www.SociableCity.org).

**NYC Nightlife Association** – This organization recognizes the interdependency of the nighttime economy. Membership is not limited to bars, but includes all late night businesses that work together to improve operations and image of their economic sector. 4/28/2009 RHI webinar on [Nightlife Associations](http://www.SociableCity.org) at [www.SociableCity.org](http://www.SociableCity.org)

**Boulder's Responsible Hospitality Group** – An alliance of hospitality business operators voice their issues, barriers to success and collaborate on self-policing commitments. Find Case Study on RHI's [www.SociableCity.org](http://www.SociableCity.org)

**San Diego's New Business Orientation** – Piloted by RHI and implemented through Food and Beverage Association of San Diego County, this program educates new businesses about resident and community expectations, and how to comply with myriad rules and regulations required of food and alcohol licensed businesses. It can also serve as a communication tool, introducing new businesses to agencies who permit and regulate them, to residents and BIDs. Contact Steve Zolezzi of Food & Beverage Association of San Diego County

**Chicago's Hospitality Roundtables** – Existing businesses and enforcement need ongoing communication. This program invites businesses and field enforcement representatives to meet monthly for two-way conversation to clarify inspection procedures, for updates on new rules going into effect, as well as to communicate issues, challenges and hot-spots. Contact RHI's Allison Harnden

**Sacramento's Lavender Angels** – Funding not readily available to implement ambassador program, Mid-Town Sacramento's Business Association filled the gap by working with police to train volunteer ambassadors to patrol their Lavender District. The Angels are mostly comprised of residents and LGBT community who volunteer one night per month. Contact Rob Kerth of Midtown Sacramento Business Association.

**Delray Beach's "You Have a Great Backside"** – This contest to clean up alleyways and backside's of day and night businesses also was a tool to communicate design and safety guidelines. The program engaged businesses and resulted in creative and pleasing design, improved understanding and compliance with rules, enhanced patron safety. Find design guidelines on RHI's [www.SociableCity.org](http://www.SociableCity.org)

**Brisbane, Australia's Mobility Management Center** – To improve safety and clear the district faster, this City enhanced a taxi stand with staff: an expeditor that monitors taxi ques and facilitates patrons into cabs, and a security person to manage crowds. Find the Nov 2010 webinar on RHI's [www.SociableCity.org](http://www.SociableCity.org)

**San Jose's Night Liaison** – Hospitality zones need a person present at night who can attend to the whole picture: the safety of the crowds, lights, transportation and sanitation. There is also need for someone to facilitate communication, trust and fairness amongst stakeholders with seemingly disparate interests. San Jose's coordinator is a liaison between residents, business and the city for the nighttime economy.





HOSPITALITY  
ZONE



ASSESSMENT



Music & Entertainment



Community Policing



Security, Service, Safety



Multi-use Sidewalk



Late-night Transport



Quality of Life



# San Jose, California

## Managing an Evolving Nighttime Economy

### Roundtable Discussion Summary Report

HOSPITALITY ROUNDTABLE  
SAFETY ROUNDTABLE  
DEVELOPMENT ROUNDTABLE  
COMMUNITY ROUNDTABLE  
AUGUST 14-17, 2007

LEADERSHIP SUMMIT  
OCTOBER 22, 2007

Final Report  
MARCH 2008

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HOSPITALITY  
ZONE



ASSESSMENT

## SAN JOSE FINAL REPORT

Executive Summary .....	1
The Process .....	1
Leadership Summit Participants .....	2
Priority Action Steps .....	3
Background .....	3
Six Elements for a Successful Hospitality Zone.....	5
Music and Entertainment .....	5
Community Policing.....	7
Security, Service and Safety.....	9
Multi-use Sidewalks .....	10
Late-night Integrated Transportation .....	11
Quality of Life.....	12
Action Plan .....	14
Diversify Music and Entertainment Options.....	14
Better Pedestrian and Downtown Living Experiences.....	15
Facilitate Communication to Streamline Permitting and Compliance.....	16
Asset Based Documentation of the Nighttime Economy.....	18
Transition from Night Clubs to Nightlife and Establish a New Branding Campaign .....	19
Appendix 1: HZA Participants.....	20
Appendix 2: Priorities.....	22

## San Jose Hospitality Zone Assessment

### Final Report – March 2008

*What follows is a summary of comments and observations made by individuals participating in interviews, a hospitality zone tour, Community Orientation and Roundtable meetings and a Leadership Summit in Downtown San Jose. This summary is based upon discussions that have not been verified and do not necessarily reflect the views and opinions of the sponsors of this project, which are the City of San Jose, the San Jose Downtown Association and the San Jose Redevelopment Agency. Recommendations are based on RHI's expertise and knowledge of best practices in addition to those expressed by participants in this process.*

#### EXECUTIVE SUMMARY

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In June 2007, the Responsible Hospitality Institute (RHI) was contracted by the City of San Jose, San Jose Redevelopment Agency and San Jose Downtown Association to conduct a Hospitality Zone Assessment (HZA) for Downtown San Jose. The purpose of the HZA was to determine trends and emerging issues relating to Downtown's nighttime economy and formulate recommendations and an action plan to address these trends and issues as necessary.

#### The Process

A leadership team was organized as a steering committee (Appendix 1) to identify and recruit individuals to participate in one of four Roundtables, organized by perspective: hospitality, safety, development and community. A fifth Roundtable was organized to include residents from districts not in the Downtown.

Seventy-two people participated in five roundtable discussions. Following a brief overview of the HZA process, participants were asked to focus on the six trends and six core elements associated with safe and vibrant hospitality zones, as identified by RHI's research, and assess:

- **Music and Entertainment:** Nurturing talent and venues for multi-generational entertainment.
- **Community Policing:** Adapting regulatory compliance and policing for an active nighttime economy.
- **Security, Service and Safety:** Internal policies and procedures in dining and entertainment businesses.
- **Multi-use Sidewalks:** Managing the sidewalks as a venue, creating more activity, entertainment and seating.
- **Late-night Integrated Transportation:** Assuring coordinated late-night transportation options.
- **Quality of Life:** Managing impacts from sound, trash, traffic, pedestrians and disorder.

Comments and recommendations from the roundtable discussions are organized into each of the "Six Elements for a Successful Hospitality Zone." The information is then divided into three sub-sections based on participant feedback of current trends and issues, the long-range vision for San Jose, and the steps to achieve this vision. This is presented in the first section of this report. Priority areas identified in each Roundtable are presented in Appendix 2.

On October 22, 2007, members of the steering committee and representatives from each of the Roundtables nominated by the steering committee met to review the draft report. Leadership Summit participants made recommendations and provided clarifications that were integrated in the Hospitality Zone Assessment Report.