



# LIQUOR CONSUMPTION IN PARKS

By-law & Pilot Program  
Report Back

Park Board Committee Meeting  
Monday, July 27, 2020



## Purpose of the Presentation



- To provide an update to the Board on Park Board jurisdiction and the *Liquor Control and Licensing Act* and seek Board decision on approach;
- To report back to the Board as requested and seek a decision on the proposed pilot program, which includes designating twenty-two (22) pilot sites within parks.

# Presentation Outline

1. Background
2. Discussion
  - Jurisdiction & Approach
  - Site Selection Process
  - Proposed Pilot Sites
  - Proposed Pilot Duration, Hours and Communication Tools
  - Regulation and Enforcement
  - External Consultation
3. Next Steps
4. Recommendation

# 1. Background





# 1. Background



- Physical distancing in response to COVID-19 limits ability to socialize indoors.
- Many Vancouverites have no access to private outdoor space for socializing and leisure.
- Google mobility data indicates park use has increased from 50-70% province-wide.

# 1. Background – Previous Decisions

- Board Motion: Alcohol Consumption at Vancouver Parks & Beaches – December 17, 2018
  - staff to conduct feasibility study for a pilot project for public consumption of alcoholic beverages in select parks and beaches.
- Board Briefing Memo: Alcohol Consumption at Parks and Beaches – May 25, 2020
  - staff working group convened and jurisdictional gap identified
- Council Motion: Allowing Responsible Alcohol Consumption in Vancouver Parks and Beaches – May 26, 2020
  - Encouraged the Park Board to initiate a timely pilot project to allow alcohol consumption in select parks and beaches within Park Board jurisdiction

# 1. Background – Referral to Staff - July 6, 2020



- A. THAT the Vancouver Park Board refer the report recommendations back to staff for changes that aim to expand and improve this pilot program, with specific consideration given to:
  - i. Including at least one park in each of the 23 distinct neighborhoods of the city;
  - ii. Limiting the by-law amendment to require that liquor may only be consumed with a meal;
  - iii. Reviewing pilot sites to ensure there is sufficient space for users to observe mandated physical distancing;
  - iv. Identifying a larger, more suitable location to replace the currently proposed location in Vanier Park.
- B. FURTHER THAT staff report back to the Board no later than the Committee Meeting scheduled for July 20 for consideration of any revised recommendations.

## 2. Discussion: Jurisdiction & Approach





## 2. Discussion - Liquor Control & Licensing Act & Jurisdiction



### Review:

- Possession and consumption of alcoholic beverages is governed by the *BC Liquor Control and Licensing Act*.
- The Act allows for a municipality or regional district to pass related bylaws.
- Due to the Park Board's unique governance framework -- being neither a municipality nor a regional district -- a request has been submitted for the Province to amend the Act.

### Update:

- There is no room on the BC Legislative agenda to process the required **legislative** changes to the Act in time for a summer 2020 pilot.

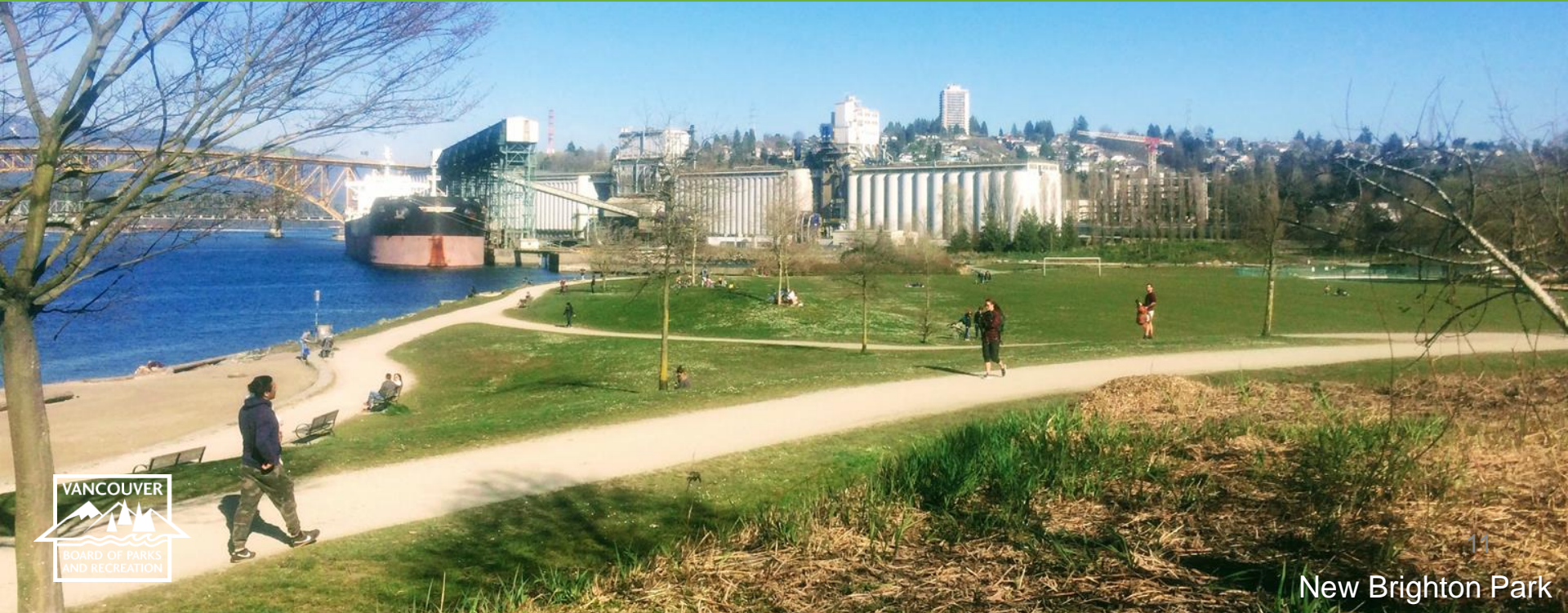
## 2. Discussion - Liquor Control & Licensing Act & Jurisdiction



### Update (cont'd):

- An alternate process could expedite the pilot program implementation: a request to the Province to create a **regulation** authorizing public liquor consumption in parks on behalf of Park Board; it is anticipated this regulation could be implemented in August 2020.
- However, to support the pilot the Province would have all authority until the legislative changes are made; the Board would not have the ability to amend by-laws directly to address any potential issues that may arise during the pilot program.
- This could significantly impact the timeliness of any response to emerging issues during the pilot program, potentially increasing the risk to the public, and may also pose an additional burden on the Province.

## 2. Discussion: Site Selection Process



## 2. Discussion - Pilot Site Selection Criteria



### Review:

All Park Board park sites were considered through GIS analysis, and were selected / eliminated through the following criteria:

- a. Highly visible, non-remote locations with emergency vehicle access;
- b. Distribution of locations city-wide to provide equitable access;
- c. Washroom facilities nearby;
- d. Features & amenities appealing for socializing (views, benches, picnic sites);
- e. Pedestrian, cycling, and public transit access nearby;
- f. Parking for accessibility nearby;
- g. Food & beverage services nearby;
- h. Minimal impacts to natural areas, purpose-built, and/or programmable spaces;
- i. Minimal impacts/disruptions to neighbouring residents;
- j. Minimum 20m from playgrounds;
- k. Not adjacent to schools;
- l. No bathing beaches (for aquatic safety reasons);
- m. No primary special event venues.



## 2. Discussion - Pilot Site Selection Criteria (Cont'd)



### Update:

- Interpretation of site selection criteria was broadened to increase the number of sites for consideration.
- Staff examined the possibility of including “at least one park in each of the 23 distinct neighborhoods of the City” per Board direction.
- VanPlay findings suggest that population density, walkable access to sites, and Equity Initiative Zones are better factors than traditional neighbourhood boundaries for determining service provision.
- Applying those factors as well as the site selection criteria, **twenty-two (22) potential pilot program sites have been identified.**
- Some neighbourhoods have multiple sites proposed, in consideration of the above factors and in order to locate sites close to neighbourhoods in which no sites are proposed.

## 2. Discussion: Proposed Pilot Sites





★ Parks with proposed pilot sites



1. Collingwood
2. David Lam
3. Fraser River
4. Granville
5. Harbour Green
6. John Hendry (Trout Lake)
7. Kitsilano Beach
8. Langara
9. Locarno Beach
10. Maple Grove
11. Memorial South
12. Memorial West
13. New Brighton
14. Pandora
15. Queen Elizabeth
16. Quilchena
17. Riverfront
18. Robson
19. Rupert
20. Stanley
21. Vanier
22. Volunteer

# Proposed Pilot Site 1: Collingwood Park (New Site)





# Proposed Pilot Site 2: David Lam Park (New Site)



# Proposed Pilot Site 3: Fraser River Park

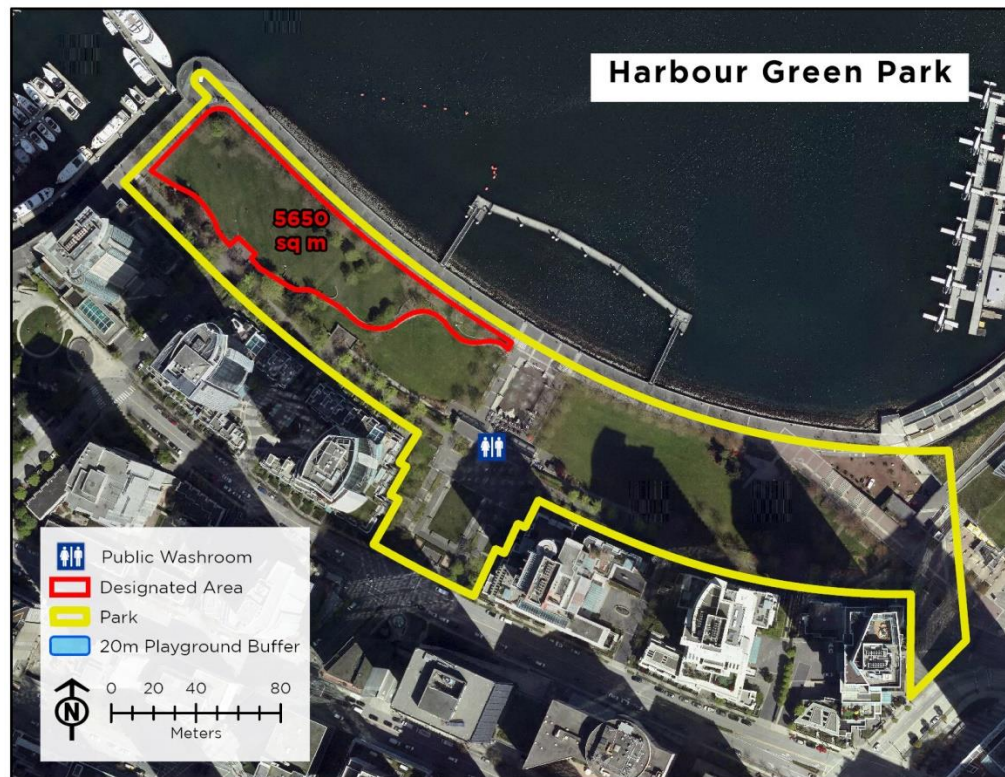




# Proposed Pilot Site 4: Granville Park (New Site)



# Proposed Pilot Site 5: Harbour Green Park





# Proposed Pilot Site 6: John Hendry (Trout Lake) Park

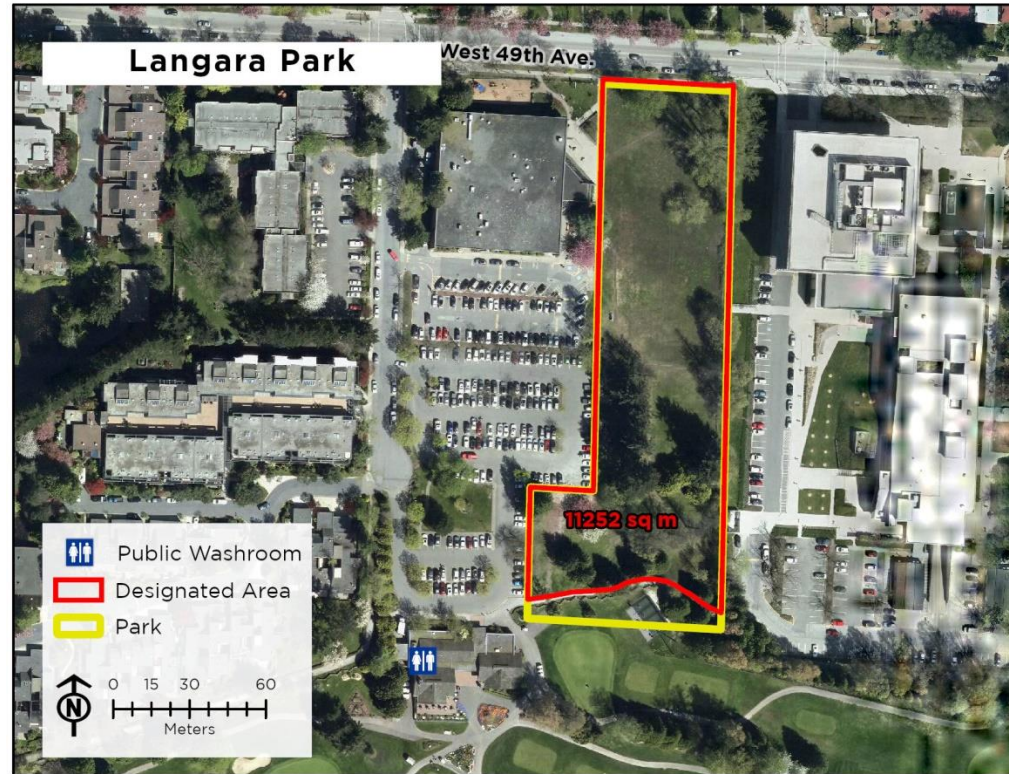


# Proposed Pilot Site 7: Kitsilano Beach Park (New Site)





# Proposed Pilot Site 8: Langara Park (New Site)





# Proposed Pilot Site 9: Locarno Beach Park



# Proposed Pilot Site 10: Maple Grove Park (New Site)





# Proposed Pilot Site 11: Memorial South Park





# Proposed Pilot Site 12: Memorial West Park (New Site)

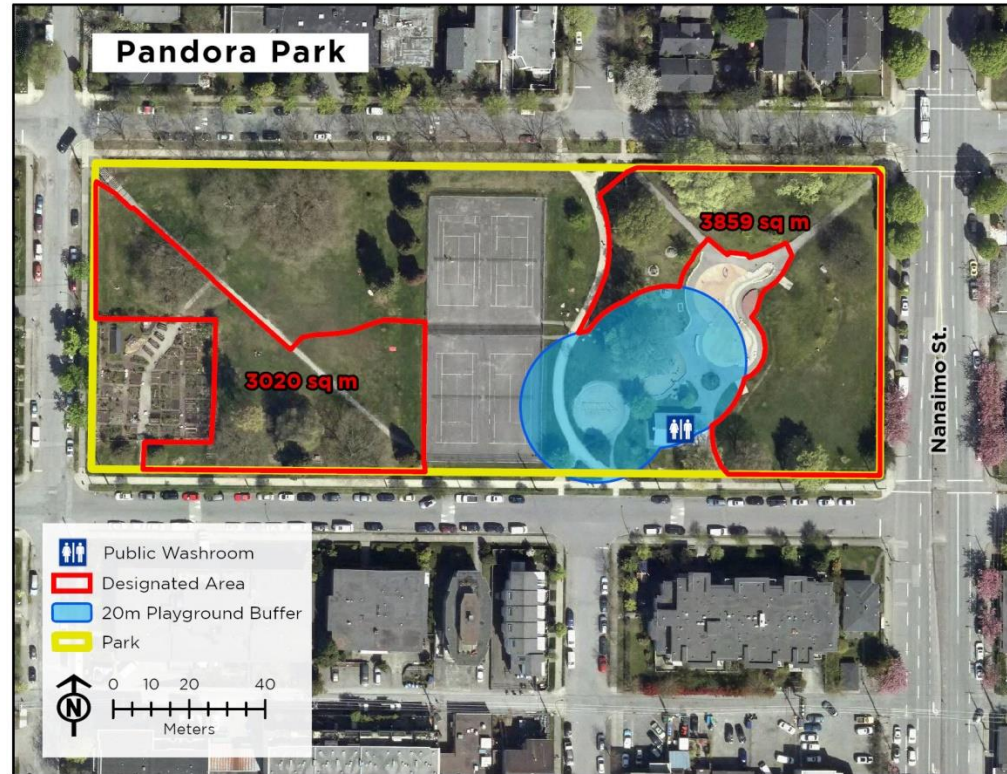


# Proposed Pilot Site 13: New Brighton Park





# Proposed Pilot Site 14: Pandora Park (New Site)





# Proposed Pilot Site 15: Queen Elizabeth Park

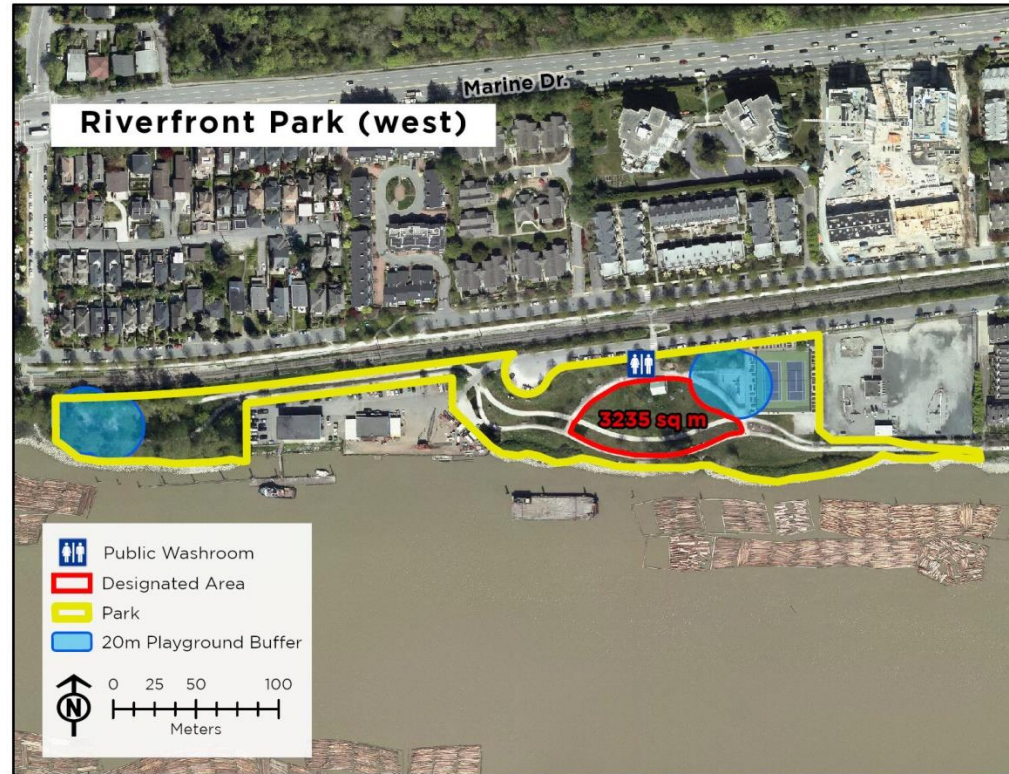


# Proposed Pilot Site 16: Quilchena Park (Adjusted Site)





# Proposed Pilot Site 17: Riverfront Park (west) (New Site)





# Proposed Pilot Site 18: Robson Park (New Site)

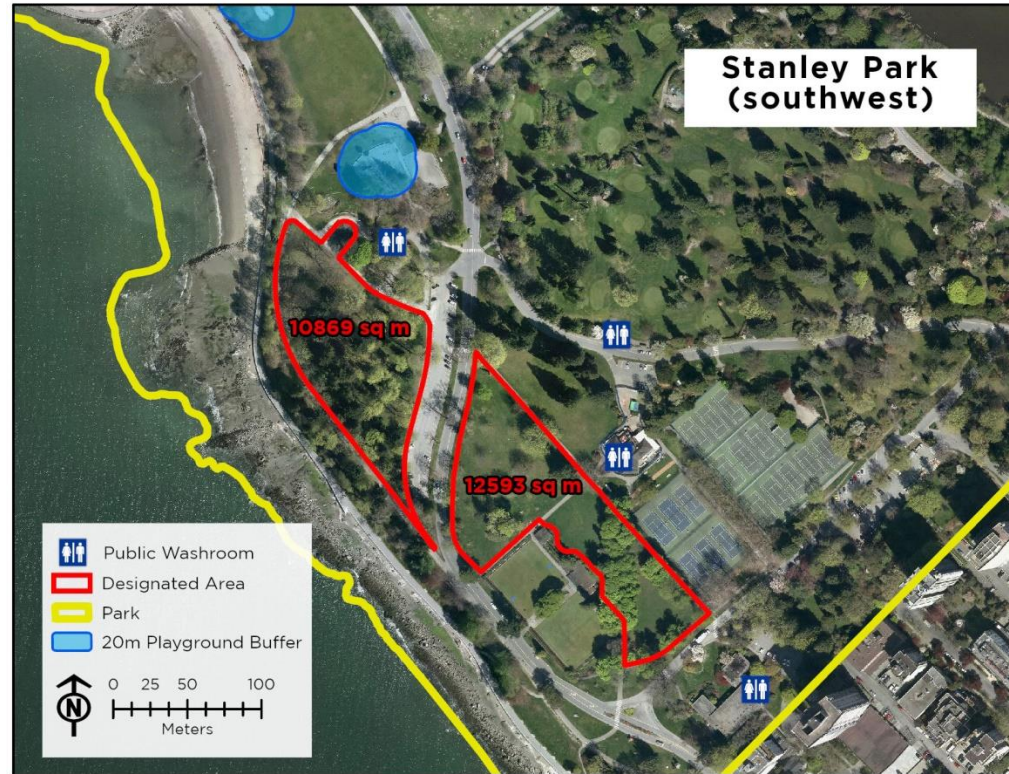


# Proposed Pilot Site 19: Rupert Park (New Site)





# Proposed Pilot Site 20: Stanley Park (southwest)





# Proposed Pilot Site 21: Vanier Park (Adjusted Site)



# Proposed Pilot Site 22: Volunteer Park (New Site)





## 2. Discussion: Pilot Proposed Duration, Hours & Communication Tools





## 2. Discussion - Duration, Hours & Communication Tools



- If approved, the proposed pilot could be implemented as soon as mid-August .
  - Conditional on the necessary Board and Provincial approvals.
- The pilot would run from 11am to 9pm daily, until October 12, 2020.
- Signage would be posted both onsite and online to clearly identify the pilot site areas, regulations, and contact information.

## 2. Discussion - Duration, Hours & Communication Tools



- The monitoring and data gathering activities would include:
  - **Park Ranger observations**, and service call and response metrics
  - **Public feedback** received via 311, online web forms, and direct to staff
  - Onsite **signage** will include contact information for feedback
  - A **webpage** will be developed to provide information and to collect feedback
  - Work with park operations staff for feedback on **ongoing cleaning and maintenance needs**
  - Consultation with park **business partners, internal stakeholders** and **external stakeholders** will be undertaken
  - Feedback from **Musqueam, Squamish and Tsleil-Waututh** Nations will be sought



## 2. Discussion: Regulation and Enforcement



## 2. Discussion - Regulation and Enforcement



- Park Rangers play a key role in informing park users about relevant by-laws and legislation and monitoring parks so they remain safe and accessible for all.
- As it is the responsibility of the Vancouver Police to enforce any issues related to liquor consumption, Rangers will notify them if assistance or enforcement is needed.
- VPD indicated that they do not have the resources to continually check on an increased number of pilot sites and the monitoring will primarily fall back upon Park Board staff.
- Staff will work collaboratively with both the VPD during the pilot process to identify challenges and opportunities

## 2. Discussion – Social Distancing



- Board directed staff to review pilot sites “to ensure there is sufficient space for users to observe mandated physical distancing”
- Each proposed site has been chosen for its large size and regular shape (where possible) to provide adequate space to practice social distancing.
- Park users will be expected to take personal responsibility for social distancing and generally using the pilot sites in a safe manner.



## 2. Discussion: External Consultation



## 2. Discussion - External Consultation

- Vancouver Coastal Health
  - Cautiously supports a re-examination of alcohol consumption in public places in light of COVID-19 pandemic.
  - Provided input on the site selection criteria.
  - Recommends (based on proposed pilot on July 6) reducing from 10 pilot sites and ensuring a strong monitoring and enforcement plan in place; staff will continue discussions.
- Vancouver Police Department
  - Raised some public safety concerns; staff will continue discussions.
- Vancouver Fire and Rescue Service
  - Did not raise any specific concerns
- Others as required/appropriate

# 3. Next Steps



### 3. Next Steps



- Subject to the Board's approval, staff will continue with stakeholder consultations and the development of communication tools in preparation for a possible mid-August implementation (based on the interim regulatory option).
- If the pilot program proceeds this summer, staff will report back to the Board with the pilot findings and recommendations on the feasibility of future initiatives that continue to support the Park Board mandate to provide parks and recreation spaces that are safe and welcoming for all.



## 4. Recommendation – final amended



- A. THAT the Vancouver Park Board approve the proposed Liquor Consumption in Parks Pilot Program, as outlined in this report, which identifies park sites where liquor may be consumed during the pilot;
- B. FURTHER THAT staff apply for the appropriate licences to allow Park Board operated concessions located within or near the designated pilot sites to sell beer, cider and coolers, ensuring that no additional legal liability would fall to the Park Board as a result of this pilot;
- C. THAT subject to Board approval of Recommendation A, the Vancouver Park Board approve the proposed amendments to the Parks Control By-Law Regarding Liquor Consumption in Parks, as set out in Appendix A of this report, to temporarily designate the park sites listed in the by-law as places where liquor may be consumed during the pilot program; and

## 4. Recommendation – final amended



- D. FURTHER THAT the Director of Legal Services be instructed to bring forward a bylaw for enactment by the Park Board generally in accordance with Appendix A, once the Liquor Control and Licensing Act (Act) has been updated by the Province of BC to recognize the Board of Parks and Recreation as a governing body under Section 73(2) of the Act.





