



July 24, 2020

TO: Park Board Chair and Commissioners
FROM: General Manager – Vancouver Board of Parks and Recreation
SUBJECT: Liquor Consumption in Parks By-law & Pilot Program - Report Back

RECOMMENDATION

- 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. 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;
- C. FURTHER THAT the Director of Legal Services be instructed to bring forward a by-law 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;
- D. FURTHER THAT, as an interim measure to expedite the implementation of the pilot program, the Board direct staff to request the Lieutenant Governor-in-Council (LGIC) make a regulation authorizing the public consumption of liquor in Vancouver parks, in accordance with the terms outlined in Appendix A of this report, as per the authority granted to the LGIC under Section 11 of the Act.

REPORT SUMMARY

Vancouver's parks and beaches are vital in providing space for healthy recreation, leisure, and social connectivity. In recognition of the evolving needs of Vancouverites, particularly as a growing segment of the population has no access to a private yard and thus relies on parks and beaches for gatherings of friends and family, the Board directed staff to conduct a feasibility study for a pilot project that would allow the public to consume their own alcoholic beverages in select park and beach sites. The discussion around allowing alcohol consumption in parks has become more timely in light of the COVID-19 pandemic and the physical distancing required in response. The pandemic has limited the ability of Vancouverites to socialize with their friends and family, however, as restrictions in BC ease public health officials advise that socializing outdoors at safe distances reduces the risk of virus transmission.

On July 6, 2020, in response to the Board's direction in the [Alcohol Consumption at Vancouver Parks & Beaches](#) motion, and with the increased public interest in being able to consume alcoholic beverages while outside in public parks, staff presented a proposed pilot program that included designated sites in ten (10) different parks across the city for the Board's

consideration. The Board referred the recommendations back to staff to expand the pilot to include parks in each neighborhood and to ensure all sites are large enough to support current physical distancing requirements.

This report back outlines the revised pilot, which includes designated areas within twenty two (22) Vancouver parks where the public would be permitted to consume their own liquor. If approved by the Board, it is expected that this pilot could be ready to implement starting mid-August and run to October 12, 2020 (Thanksgiving weekend). This would be contingent upon a temporary provincial regulation made under the Liquor Control and Licensing Act, while awaiting the legislative changes needed to authorize a Park Board by-law under the Act. Usage metrics and feedback collected during the pilot would be included in a report back to the Board.

BOARD AUTHORITY, RELATED POLICY, & PREVIOUS DECISIONS

Per the [Vancouver Charter](#), the Park Board has exclusive jurisdiction and control over all areas designated as permanent and temporary parks in the City of Vancouver, including any structures, programs and activities, fees, and improvements that occur within those parks. The Board may pass, amend, and repeal by-laws for the control, regulation, protection, and government of these parks and of persons who may be therein.

On December 17, 2018, the Park Board unanimously approved a motion titled [Alcohol Consumption at Vancouver Parks & Beaches](#), which directed staff to conduct a feasibility study for a pilot project that would allow the public to consume their alcoholic beverages on select parks and beaches.

On June 2, 2020, in light of equity considerations and changes related to COVID-19, Vancouver City Council approved the amended motion titled [Allowing Responsible Alcohol Consumption in Vancouver Parks and Beaches](#), which encourages the Vancouver Park Board to initiate a pilot project to allow responsible alcohol consumption in select parks and beaches within Park Board jurisdiction as quickly as possible.

On July 6, 2020, the Park Board received a presentation on the proposed [Liquor Consumption in Parks By-law & Pilot Program](#), which included designated pilot areas in ten (10) different parks across the city. The [recommendations were referred back to staff](#) to expand the pilot to include parks in each neighborhood and to ensure all sites are large enough to support current physical distancing requirements. Additionally, staff were directed to consider including provisions requiring that liquor may only be consumed with a meal.

The possession and consumption of alcoholic beverages are governed by the [BC Liquor Control and Licensing Act](#). Section 73(2) of the Act currently allows for a municipality or regional district to pass a by-law designating a public place within its jurisdiction where liquor may be consumed, and Section 197 of the [Liquor Control and Licensing Regulation](#) outlines the by-law requirements related to signage, boundaries, and hours. As the Board of Parks and Recreation has jurisdiction over Vancouver parks but is neither a municipality nor a regional district, this gap in the legislation results in no local government body being able to exercise the authority of Section 73(2) to allow alcohol consumption in public parks in the City of Vancouver. A change to the aforementioned BC Liquor Control and Licensing Act to recognize the Park Board as a governing body would be required before any Park Board by-law could prevail.

BACKGROUND

In recognition that a growing segment of the population of Vancouver has no access to a private yard and thus relies on parks and beaches for gatherings of friends and family, the Park Board passed a motion titled [Alcohol Consumption at Vancouver Parks & Beaches](#) directing staff to conduct a feasibility study for a pilot project that would allow the public to consume their own alcoholic beverages at select park and beach sites. Staff were to identify potential sites for the pilot and report back with study findings, including consultation results and any potential legal, logistical, societal, enforcement, and financial considerations. Feedback and findings from the previously approved 2019 Concession Strategy alcohol pilot were also to be incorporated into the final feasibility report.

Understanding that the feedback and findings gathered during the proposed alcohol consumption pilot would be instrumental in assessing overall feasibility, staff determined that the pilot would need to be undertaken prior to reporting back to the Board on the feasibility study. The motion requested a report back by the end of 2019; however, as part of the initial research and planning process, staff discovered a jurisdictional gap in the Provincial legislation governing the consumption of alcohol that needs to be resolved before the proposed pilot can proceed.

Liquor Control and Licensing Act & Park Board Jurisdiction

The possession and consumption of alcoholic beverages is governed by the [BC Liquor Control and Licensing Act](#) (the Act), which allows for a municipality or regional district to pass a by-law designating a public place within its jurisdiction where liquor may be consumed. However, due to the Park Board's unique governance framework -- being neither a municipality nor a regional district -- the Board does not have the authority to pass a by-law regarding liquor consumption based on the current language in the Act. Since Vancouver City Council does not have the legal authority to pass by-laws for public places within the Park Board's jurisdiction, this has resulted in a gap in the legislation where no local government body is able to allow alcohol consumption in public parks in the City of Vancouver.

In response to questions raised around the Park Board's authority to proceed with this pilot, the BC Attorney General indicated that the intent of the Act was for the Park Board, as a local government, to have this by-law making authority; however, staff have been advised that this authority could be legally challenged unless the language in the Act is expanded to explicitly include the Park Board.

As such, in collaboration with the City of Vancouver Legal Services and the Intergovernmental Relations Office, a request was submitted on the Park Board's behalf for the Province to amend the Act accordingly. With the understanding that this work was underway, staff proceeded with developing plans for the Park Board pilot program and drafting the by-law required to designate the sites where alcohol consumption would be permitted so that, subject to Board approval, the pilot could be implemented as soon as the provincial legislation was updated.

Staff have since been informed the current BC Legislative agenda is full and there is no ability to process the required changes to the Act in time for a pilot this summer. In the interim, in order to expedite implementation of the pilot an alternate process has been proposed that would involve submitting a request to the Lieutenant Governor-in-Council (LGIC) to make a regulation authorizing the public consumption of liquor in Vancouver parks on behalf of the Park Board. The LGIC has authority under Section 11 of the Act to make regulations allowing "the consumption of liquor... by prescribed persons or entities or entities for prescribed purposes, in prescribed circumstances, on prescribed conditions or in or at prescribed places, including,

without limitation public places”. It is anticipated that this regulation could be made in early August to support the pilot, however all authority will continue to rest with the Province until the legislative changes are made. This means the Board will not have the ability to amend by-laws directly to address any potential issues that may arise during the pilot as the BC Cabinet would need to amend the regulation if required. This could significantly impact the timeliness of any response to an identified risk, potentially increasing the risk to the public in Vancouver in the meantime, and may also pose an additional burden on the Province.

DISCUSSION

Vancouver’s parks and beaches are essential to community health and wellbeing, particularly in high-density neighbourhoods where access to private outdoor space is limited. This need has been heightened during the COVID-19 pandemic, with BC’s Provincial Health Officer stating that spending time in parks is important for mental health, and recommending people socialize outdoors to decrease the risk of virus transmission. As well, ongoing travel restrictions and the reduced operations and/or closures of many businesses, restaurants, and attractions have also contributed to the dramatically increased use of these vital outdoor spaces. Google Mobility data indicates park use is up in the range of 50-70% province-wide.

As restrictions in BC begin to ease and people seek opportunities to resume socializing while still practicing safe distancing, there has been rising public pressure on local governments to allow for the responsible consumption of alcohol in outdoor public spaces, particularly in parks and beaches. As such, several other BC jurisdictions, including Vancouver City Council, have recently passed or are considering passing by-laws on this matter.

Further, in support of safe and equitable access to outdoor spaces, while also recognizing the potential for unconscious bias when alcohol-related incidents are enforced, Vancouver City [Council passed a motion](#) encouraging the Park Board to proceed with its proposed pilot to allow alcohol consumption in parks as quickly as possible.

To meet the increasing public demand, and in response to Board and Council motions, staff developed a pilot program for allowing the consumption of alcohol in designated areas within ten (10) different parks located across the city. This proposed pilot program was presented to the Board on July 6, 2020, however it was referred back to staff to give further consideration to:

- including pilot sites in each of Vancouver’s 23 neighborhoods;
- requiring that liquor be consumed with meals;
- ensuring that designated areas were large enough to support physical distancing; and
- identifying a larger more suitable location in Vanier Park;

Based on the Board’s direction, staff broadened the site selection criteria, reviewed all the potential park sites, identified some additional possible pilot areas, and revised the proposed pilot program accordingly.

Liquor Consumption in Parks Pilot Program (Revised)

As outlined in the July 6, 2020 report, in order to carefully identify and consider the complexities and possible opportunities of such a pilot project, a staff working group was convened with representation from Business Development, Commercial Operations, Park Operations, Recreation Services, Park Rangers, Planning, Policy & Environment, & the General Manager’s Office.

Staff have also undertaken preliminary consultations with City of Vancouver Legal Services, Risk Management, Vancouver Police Department (VPD), and Vancouver Fire & Rescue Services, as well as with Vancouver Coastal Health (VCH) to help inform site considerations related to potential risks, enforcement concerns, public health, and safety. Some initial feedback from the Park Rangers and VPD are included later in this report under “Regulation and Enforcement.” Feedback from VCH, with relevant excerpts from a letter to Mayor and Council as well as from a letter to the Park Board, is also included later in this report under “Public Health Considerations”.

Through these consultations, there were some general concerns raised around the potential for increased risks to public health and safety, which could result in a higher number of calls to respond to alcohol-related incidents. In consideration of these concerns, staff feel the best way to fully understand and assess the potential impacts of allowing the consumption of alcohol in parks is through a controlled pilot program.

Should the proposed pilot program proceed this summer, this internal and external consultation will be ongoing throughout the pilot as usage is monitored and feedback collected and will be expanded to include park stakeholders and business partners who may be impacted (positively or negatively). Feedback from the Musqueam, Squamish, and Tsleil-Waututh First Nations will also be sought.

Site Selection Process

As outlined in the original report, the staff working group developed criteria to guide the selection of the ten original potential pilot sites. In order to respond to the Board direction provided on July 6, 2020, staff broadened the interpretation of some of the site selection criteria to increase the number of sites for consideration. Staff also considered potential staffing and resourcing implications of the pilot, particularly in light of increasing the number of potential sites; a breakdown of the anticipated resource requirements is included later in this report under “Financial Considerations”.

As directed, staff considered the possibility of including “at least one park in each of the 23 distinct neighborhoods of the City” in the revised pilot (note Strathcona represents 2 of the 23 neighbourhoods; includes the Downtown Eastside and False Creek Flats). After reviewing the potential park sites in each of the neighbourhoods excluded from the original report, staff confirmed that there were still a few areas that did not have any parks that met the selection criteria. As VanPlay findings suggest that neighbourhood boundaries are not the best factor for determining the provision of services, staff also considered factors such as current population density, walkable access to sites, and VanPlay’s Equity Initiative Zones.

Through this review process, a total of twenty-two (22) potential sites have been identified for the pilot program. By applying the factors noted above, in addition to considering proximity to neighbourhoods where no suitable sites were identified, some neighbourhoods have multiple sites proposed.

Per the original staff report, the criteria considered in selecting the pilot sites are as follows:

- a. Highly visible, non-remote locations with emergency vehicle access (public safety);
- b. Distribution of locations city-wide to provide equitable access;
- c. Washroom facilities & recycling/litter receptacles nearby;

- d. Features & amenities appealing for socializing (views, benches, picnic tables/shelters);
- e. Pedestrian, cycling, and public transit access;
- f. Nearby parking for accessibility (seniors, physically disabled, families);
- g. Proximity to food & beverage services (concessions & business partners);
- h. Minimal impacts to natural areas, purpose-built, and/or programmable spaces (e.g., wetlands, meadows, skate parks, dog off-leash areas, sports fields, etc.);
- i. Minimal impacts/disruptions to neighbouring residents;
- j. Minimum 20 metres from playgrounds;
- k. Not adjacent to schools;
- l. Avoid bathing beaches (for aquatic safety reasons);
- m. Avoid primary special event venues (to reduce conflicts/need for temporary restrictions).

Proposed Pilot Sites

As outlined in the original report, staff had initially identified ten (10) different parks for inclusion in the pilot program. Based on the expanded review and assessment per the Board's direction, an additional twelve (12) potential parks have been identified, with the boundaries of two (2) original sites adjusted (including Vanier Park).

As outlined in Table 1 below, the revised pilot now includes a total of twenty-two (22) potential sites, with the new or adjusted sites noted in **bold**. Also, any parks that are expected to have summer day camp programs have been flagged with an asterisk (*). Should the pilot proceed in August, staff will work with camp leaders to address any potential challenges.

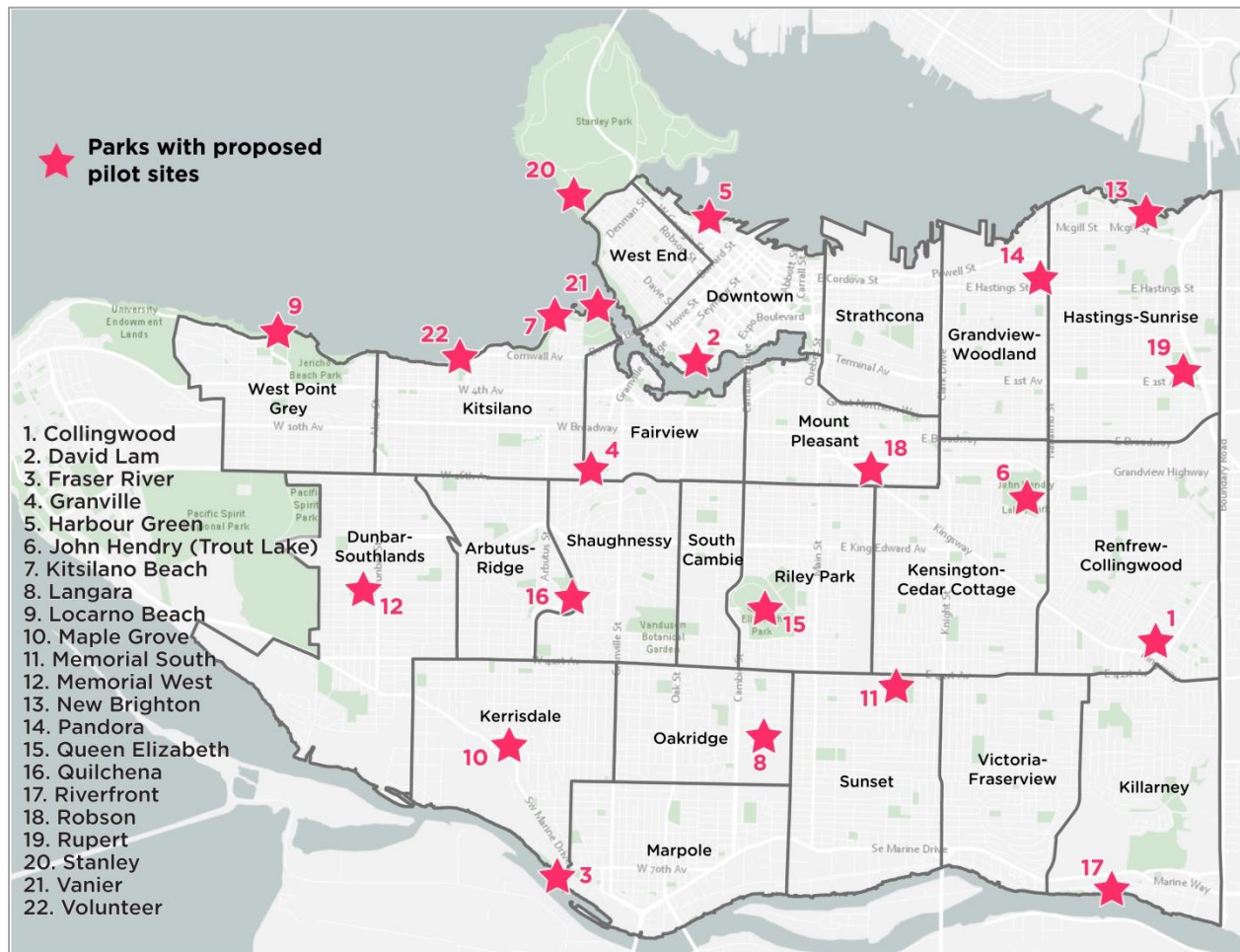
Table 1: List of Parks with Proposed Designated Areas for Pilot Program

Park Name	Neighbourhood	Designated Area(s)	Features
1. Collingwood	Renfrew-Collingwood	grassy area at east corner	washrooms
2. David Lam	Downtown	grassy area south of seawall	washrooms; waterfront view; benches
3. Fraser River	Kerrisdale	grassy area surrounded by walking path; south section	washrooms; waterfront view; parking
4. Granville*	Fairview	grassy area west of playground in west section of park	washrooms
5. Harbour Green	West End	northwest corner; north of pathway	washrooms; waterfront view; benches; cycling route
6. John Hendry (Trout Lake)*	Kensington-Cedar Cottage	three different grass areas along east, west & south sides of Trout Lake	washrooms; bookable picnic site; picnic tables; food & beverage; parking
7. Kitsilano Beach	Kitsilano	east area; from parking lot to Hadden Park	washrooms; picnic tables; waterfront view; open space & shaded area
8. Langara	Marpole	grassy area north of walking path	washrooms; food & beverage (at golf course clubhouse)

Park Name	Neighbourhood	Designated Area(s)	Features
9. Locarno Beach	West Point Grey	northeast treed & grassy area; not including any beach area	washrooms; beach views; bookable picnic site/tables; food & beverage; parking
10. Maple Grove*	Kerrisdale	northeast & southwest corners	washrooms; bookable picnic site/tables; cycling route
11. Memorial South	Sunset	northwest corner; excluding water feature	washrooms; picnic tables; close to transit; cycling route
12. Memorial West	Dunbar-Southlands	northeast portion, except community centre and parking	washrooms; parking; cycling route
13. New Brighton	Hastings-Sunrise	three areas - west side excluding hillside & dog park; north & south side of pool outside of fence;	washrooms; bookable picnic sites/tables; waterfront view; food & beverage; parking; cycling route
14. Pandora*	Grandview-Woodland	west section excluding garden, dog park, sport courts; east section excluding splash pad	washrooms; picnic tables; transit access; cycling route
15. Queen Elizabeth	Riley Park	central/southwest area; includes Rose Garden	washrooms; cycling route; transit access; central area; garden views; parking
16. Quilchena	Arbutus-Ridge	section south of the path	washrooms; open space & shaded areas; cycling route; parking
17. Riverfront	Killarney	central section bounded by path	seasonal washrooms; cycling route; picnic tables
18. Robson*	Mount Pleasant	t-shape area between south path, family centre and field; north of playground	washrooms; transit access
19. Rupert	Hastings-Sunrise	southwest corner of northern section	washrooms; open space & shaded areas; transit access
20. Stanley	West End	two sites in southwest corner - area between tennis courts & lawn bowling club; area adjacent to Ceperley parking lot, including Second Beach picnic site	washrooms; large open space & shaded areas; waterfront view; bookable picnic sites; benches; food & beverage; parking
21. Vanier	Kitsilano	northwest corner; south of perimeter path	washrooms; large open space; waterfront view; cycling route; parking
22. Volunteer	Kitsilano	section west of path	washrooms (at Tatlow Park); waterfront views

Detailed site maps of each park, with the areas where consumption of alcohol will be permitted clearly marked, are included as Schedule 2 of the draft By-law (see Appendix A). The location of each park included in the pilot program is marked on the city-wide map shown in Figure 1.

Figure 1: Proposed Pilot Program Sites



As shown in the above map, there are four (4) neighbourhoods that provide multiple pilot site locations: Downtown (2), Hastings-Sunrise (2), Kerrisdale (2), and Kitsilano (3).

There are also five (5) neighbourhoods that do not include a potential pilot site: Marpole, Shaughnessy, South Cambie, Strathcona, and Victoria-Fraserview. A list of the parks in these neighbourhoods that were considered but not recommended is outlined in Appendix B, with some of the site selection criteria analysis included.

Proposed Pilot Duration, Hours and Communication Tools

The proposed pilot program could be ready to implement as soon as mid-August, subject to the necessary Board and Provincial approvals. Once launched, staff propose that the pilot run from 11:00am to 9:00pm daily, until October 12, 2020 (Thanksgiving weekend). Signage will be posted both onsite and online to identify the pilot site areas, regulations, and contact information.

During the pilot, staff will be monitoring usage and collecting feedback to review during the ongoing stakeholder consultation process and to inform any operational adjustments that might be required to address immediate concerns.

These monitoring and data gathering activities will include:

- Regular visits to pilot sites for observation;
- Ongoing Park Ranger patrols and tracking service calls & response data related to pilot;
- Reviewing public feedback received via 311, online web forms, and direct to staff;
- Installing onsite signage with contact information for public questions & feedback;
- Developing a dedicated webpage for the pilot to provide information and collect feedback via an online survey; will be promoted through social media channels.
- Working with park operations staff for ongoing feedback on cleaning & maintenance needs;
- Consulting with park rights-holders, business partners, and internal stakeholders to address potential impacts and identify opportunities;
- Consulting with external stakeholders to collect comments & feedback.

Staff anticipate that the frequency of washroom cleaning, litter-picking, and garbage removal may need to be increased, with additional bins installed in some areas.

Regulation and Enforcement

Park Rangers play a key role in informing park users about relevant by-laws and legislation and monitoring parks. The rangers expect the Park Board's pilot program will result in more calls for service, especially in light of the expansion to 22 sites as proposed in this report. The impacts on the ability for rangers to respond to these and other service calls will be monitored during the pilot for consideration in the overall feasibility report.

As it is the responsibility of the Vancouver Police Department (VPD) to enforce issues related to liquor consumption, Park Rangers will contact the VPD when assistance or enforcement is needed. In preliminary discussions, the VPD have raised concerns around: public safety; consumption by minors; overconsumption; public urination, and other disturbance related calls.

Regarding the expansion of the pilot to 22 sites, VPD indicated that they do not have the resources to continually check on these locations and the monitoring will primarily fall back upon Park Board staff. Staff will work collaboratively with both the VPD and Rangers during the pilot process to identify challenges and opportunities. In the event that the pilot causes a significant increase of Park Ranger calls for service, existing Ranger resources will need to be pulled away from other services deemed lower in priority. Staff will need to make these adjustments throughout the initiative as deemed appropriate.

To support the intent of the pilot in providing safe and equitable access to outdoor spaces where the public has the option to responsibly consume alcohol while socializing, the Board directed staff to also consider whether the pilot can include a restriction that liquor may only be consumed with a meal. Both the VPD and Park Rangers suggest that while having food locations nearby and accessible is advisable, making it mandatory would be unenforceable. Thus the proposed bylaw does not include this requirement

Concessions and Restaurant Partners

As noted above, proximity of pilot sites to food and beverage services is advised as it supports the responsible consumption of alcohol. As such, it was included as one of the criteria for site selection, with special consideration given to support nearby Park Board business partners and concessions.

Currently, all restaurant partners already have liquor licences and as an extension of these existing licences, they are now authorized to sell sealed alcohol with food until October 31, including at the third-party concessions operated by the Boathouse Restaurant at Kitsilano Beach Park and the Cactus Club at English Bay. This program is a result of the Province temporarily lifting some restrictions during the COVID-19 pandemic. To support these Park Board partners and to encourage food and alcohol purchases from those located near the proposed pilot sites at Harbour Green, Queen Elizabeth, and Stanley parks, staff will inform the public of these food and alcohol options during the pilot.

Park Board operated concessions do not have liquor licences and therefore are not currently able to sell sealed alcohol. The process of applying and expanding existing business licences to accommodate the sale of alcohol is lengthy, will require capital modifications to sites for secure storage, and cannot be completed in time for a summer 2020 pilot. Pending the outcome of the pilot, staff can initiate the process to review the feasibility of offering alcoholic beverages from viable Park Board concession sites, however in the meantime they will continue to be promoted to park visitors as a convenient and affordable option for food.

Public Health Considerations

Vancouver Coastal Health cautiously supports a re-examination of alcohol consumption in public places in light of the COVID-19 pandemic. Although VCH has not endorsed the number or specific locations of pilot sites, they have reviewed and provided input on the site selection criteria. They have indicated that monitoring and data collection will be critical to gauge the effectiveness and success of the pilot program.

In a letter to the Mayor and City Council on May 14, 2020, the Chief Medical Health Officer indicated that:

... in regards to debates surrounding liquor policy reform, both heavy and moderate drinking brings elevated risks to individual health and to the public at large. Alcohol is a leading risk factor for premature death and disability worldwide and a causal factor in more than 200 disease and injury conditions. Risks and harms from alcohol are not limited to individual drinkers themselves. Alcohol addiction and problematic drinking can place serious strain on professional and personal relationships and negatively impact public health. With this in mind, we do recognize that the current circumstances regarding the use of public space, responsible socialization, social isolation, and liquor consumption among Canadians have changed due to the COVID-19 pandemic, and as such, it is reasonable to re-examine these things in the public interest.

... regarding parks and beaches, instructions to Park Board staff to “conduct a feasibility study for a pilot project that would allow the public to consume their own alcoholic beverages on select parks and beaches” were approved in a motion put forward by Commissioner Dave Demers in December 2018. Before further changes are made to liquor policy in the City of Vancouver, particularly as they pertain to parks and beaches, we recommend that this work be completed to inform the next steps.

On July 6, 2020, the Chief Medical Health Officer also sent a letter to the Board expressing concern over the large number of sites that had been selected for the proposed pilot, as well as regarding staff capacity for enforcement and meaningful evaluation of the impacts. The letter states that “if the Park Board does elect to move forward with the recommendations to permit

alcohol consumption in parks, I suggest that the pilot be limited to fewer sites than what is currently proposed, and that park board staff be given sufficient resources to monitor safe implementation.”

The Board directed staff to review pilot sites “to ensure there is sufficient space for users to observe mandated physical distancing”. The proposed sites have been chosen for their large size and regular shape to ensure adequate space for social distancing can be practiced, however it is important to note that park users will be expected to take personal responsibility for being safe and social distancing. Staff will continue social media and communication campaigns to encourage that social distancing guidelines be followed by all park users.

Financial Considerations

Vancouver parks are already seeing an impact on cleaning and maintenance needs due to the growing demand for outdoor public spaces during the pandemic. In the absence of additional staff resources or funding, implementing and meeting the needs of the proposed pilot program will require shifting resources from existing commitments.

In addition to incremental material costs for signage (incidental), it is anticipated that the pilot will require the following staff/labour resources:

- website & signage planning/design;
- signage fabrication, installation, and ongoing maintenance;
- development and delivery of both onsite & online public engagement & communication campaigns;
- increased waste removal, litter pick-up, and washroom servicing;
- ongoing monitoring and responding to call-outs by Park Rangers and VPD;
- feedback monitoring and data collection via social media, 3-1-1, etc.;
- site observation, data collection, analysis, and reporting; and
- ongoing consultation with rights-holders, stakeholders and partners.

This work will need to be absorbed by existing budget capacity, which has already been negatively impacted as a result of the COVID19 pandemic. The diversion of funds to implement and manage the pilot, along with the prioritization of existing staff time from other priorities, may have unintended consequences.

All operational needs will be monitored during the pilot program and will be summarized in the report back to the Board, along with any estimated staffing and incremental costs for future initiatives.

OTHER CONSIDERATIONS

City of Vancouver Pilot Program

On June 23, 2020, City Council [reconsidered and approved](#) a member motion titled “Designating Public Space for Responsible Consumption of Alcohol”. In response, City Planning and Engineering staff are developing an alcohol consumption pilot on City properties, including streets, plazas, and sidewalks. Park Board and City staff will work collaboratively on the two pilot projects as much as is possible.

Other Municipal Pilot Programs

Park Board staff have reached out to the City of North Vancouver, City of Penticton, and the City of Port Coquitlam to enquire about the outcome of their pilot projects. Initial feedback received indicates that their pilot processes are going well overall. Park Board staff will apply any shared learnings to the implementation of the Park Board pilot.

CONCLUSION & NEXT STEPS

Staff recommend that the Board approve the proposed Liquor Consumption in Parks pilot program and related by-law as outlined in this report and attached as Appendix A. Subject to the Board's approval, staff will prepare the proposed by-law for enactment once the required legislative changes to clarify the Park Board's jurisdictional authority in relation to Section 73(2) of the BC Liquor Control and Licensing Act have been made, understanding that these changes will not occur in time to implement the pilot program this summer.

Should the Board approve the optional interim measure outlined in Recommendation D to expedite the implementation of the pilot program, staff will request the Lieutenant Governor-in-Council (LGIC) make a regulation authorizing the public consumption of liquor in Vancouver parks on behalf of the Park Board, in accordance with the terms outlined in Appendix A of this report.

In the meantime, staff will continue with stakeholder consultations and the development of communication tools (signage, website, surveys, etc.) in preparation for a possible mid-August implementation (based on the interim regulatory option). If the pilot program proceeds as initially planned 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.

General Manager's Office
Vancouver Board of Parks and Recreation
Vancouver, BC

lt/ds/clc

Liquor Consumption in Parks By-law (DRAFT)

**DRAFT By-law to Amend the Parks Control By-law Regarding
Liquor Consumption in Parks**

Note: A By-law will be prepared generally in accordance with the provisions listed below, subject to change and refinement prior to posting.

1. This By-law amends the indicated provisions of the Parks Control By-law.

2. In section 1, the Board:

(a) inserts the following definition in the correct alphabetical order:

“LIQUOR” means, subject to the Liquor Control and Licensing Regulation, B.C. Reg. 241/2016, beer, wine, spirits or other product that is intended for human consumption and that contains more than 1% alcohol by volume.”; and

(b) rennumbers the existing subsections accordingly.

3. The Board adds the following new sections in the correct numerical order:

“

CONSUMPTION OF LIQUOR

23A. The parks or parts thereof listed in Schedule 2 of this by-law, the boundaries of which will be identified by signs posted in accordance with this by-law, are hereby designated as places where liquor may be consumed.

23B. Liquor may be consumed in a park:

(a) in those areas designated as places where liquor may be consumed under section 23A of this by-law;

(b) between [date of enactment of by-law] and October 12, 2020; and

(c) between the hours of 11:00am and 9:00pm.

23C. The General Manager or their delegate must post signs setting out:

(a) the boundaries of the places where liquor may be consumed; and

(b) the hours that liquor may be consumed.

23D. The signs referred to in section 23C must:

(a) number no fewer than what is required to reasonably indicate the boundaries of the designated place;

Liquor Consumption in Parks By-law (DRAFT)

- (b) be a minimum of 12 inches by 24 inches; and
- (c) be posted on posts or affixed to other items along the boundaries of the places where liquor may be consumed.”.

23E. All of the other provisions of this by-law remain in effect at all times in the designated areas.

4. The Board adds a new Schedule 2 – Parks and Areas of Parks Where Liquor May be Consumed, as attached to this By-law as Pilot Sites (Schedule 2).

Liquor Consumption in Parks By-law (DRAFT) – Pilot Sites (Schedule 2)



1. Collingwood Park – Designated Area



2. David Lam Park – Designated Area

Liquor Consumption in Parks By-law (DRAFT) – Pilot Sites (Schedule 2)

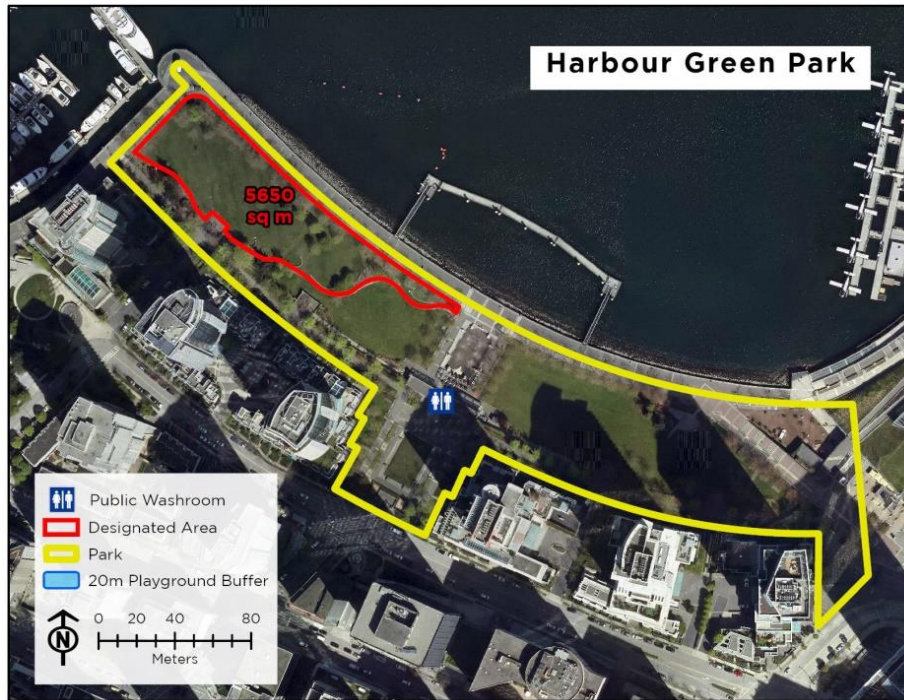


3. Fraser River Park – Designated Area



4. Granville Park – Designated Area

Liquor Consumption in Parks By-law (DRAFT) – Pilot Sites (Schedule 2)



5. Harbour Green Park – Designated Area

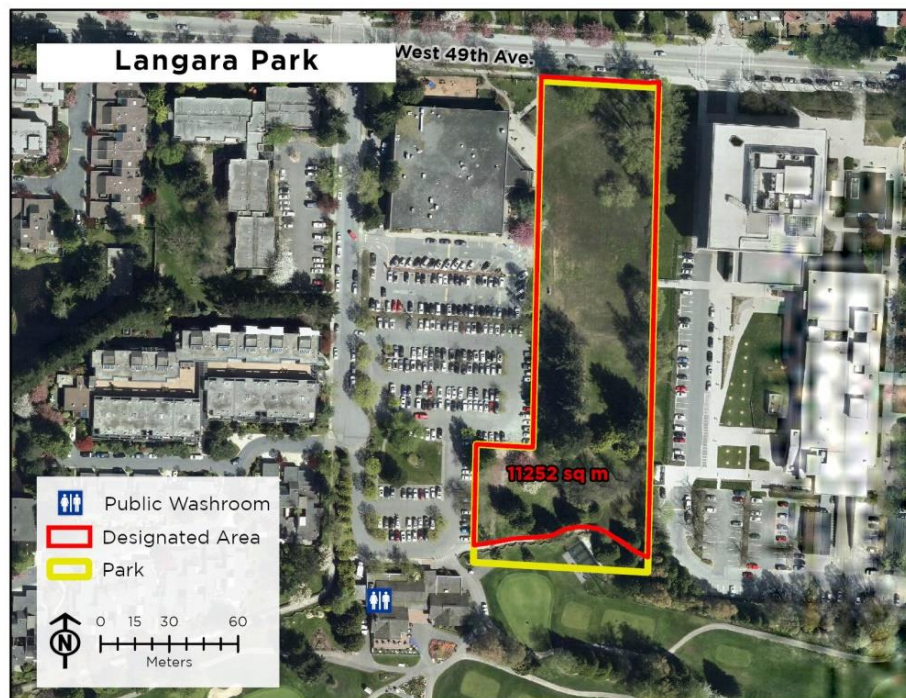


6. John Hendry (Trout Lake) Park – Designated Areas (x3)

Liquor Consumption in Parks By-law (DRAFT) – Pilot Sites (Schedule 2)



7. Kitsilano Beach Park – Designated Area



8. Langara Park – Designated Area

Liquor Consumption in Parks By-law (DRAFT) – Pilot Sites (Schedule 2)



9. Locarno Beach Park – Designated Area



10. Maple Grove Park – Designated Areas (x2)

Liquor Consumption in Parks By-law (DRAFT) – Pilot Sites (Schedule 2)



11. Memorial South Park – Designated Area



12. Memorial West Park – Designated Area

Liquor Consumption in Parks By-law (DRAFT) – Pilot Sites (Schedule 2)



13. New Brighton Park – Designated Areas (x3)



14. Pandora Park – Designated Areas (x2)

Liquor Consumption in Parks By-law (DRAFT) – Pilot Sites (Schedule 2)



15. Queen Elizabeth Park – Designated Areas (x2)



16. Quilchena Park – Designated Area

Liquor Consumption in Parks By-law (DRAFT) – Pilot Sites (Schedule 2)



17. Riverfront Park (west) – Designated Area



18. Robson Park – Designated Area

Liquor Consumption in Parks By-law (DRAFT) – Pilot Sites (Schedule 2)



19. Rupert Park - Designated Area



20. Stanley Park (southwest) – Designated Areas (x2)

Liquor Consumption in Parks By-law (DRAFT) – Pilot Sites (Schedule 2)



21. Vanier Park - Designated Area



22. Volunteer Park - Designated Area

APPENDIX B

**Parks Considered in Neighbourhoods without Pilot Sites:
- Marpole, Shaughnessy, South Cambie, Strathcona & Victoria-Fraser View**

Park Name	Meets Criteria?				Other Considerations
	wash-rooms	no school	no sport fields	no off-leash area	
Marpole					
Ash	No	Yes	Yes	Yes	
Ebisu	No	Yes	Yes	Yes	
Eburne	No	Yes	Yes	Yes	
Fraser River Park	Yes	Yes	Yes	Yes	pilot site in Kerrisdale section of park
Fraser River Trail	No	Yes	Yes	Yes	
Marpole	No	Yes	Yes	Yes	
Oak*	Yes	Yes	No	Yes	
Park Site on Shaughnessy	No	Yes	Yes	Yes	
Riverview	No	Yes	Yes	Yes	
Shannon	No	No	No	Yes	
William Mackie	No	Yes	Yes	Yes	
Winona	Yes	Yes	No	Yes	proximity to other pilot site
Shaughnessy					
Angus	No	Yes	Yes	Yes	proximity to other pilot site
Devonshire	No	Yes	Yes	Yes	
Kerrisdale	Yes	Yes	No	Yes	
Shaughnessy	No	Yes	Yes	Yes	proximity to other pilot site
South Cambie					
Braemer	Yes	No	No	Yes	
Douglas	Yes	No	No	Yes	washroom at community centre currently closed
Heather	No	Yes	Yes	Yes	
Oak Meadows	Yes	No	No	No	

APPENDIX B

Parks Considered in Neighbourhoods without Pilot Sites:

- Marpole, Shaughnessy, South Cambie, Strathcona & Victoria-Fraser View

Park Name	Meets Criteria?				Other Considerations
	wash-rooms	no school	no sport fields	no off-leash area	
Strathcona					
Maclean*	Yes	Yes	Yes	Yes	high drug overdose incidents (per VCH)
Oppenheimer	Yes	Yes	Yes	Yes	park restoration underway
Strathcona	Yes	Yes	No	No	encampment
Thornton	Yes	Yes	Yes	Yes	
Trillium	Yes	Yes	No	Yes	
Victoria-Fraserview					
Bobolink	Yes	No	No	Yes	
Fraserview	No	No	No	Yes	
Gladstone-Riverside	No	Yes	Yes	Yes	
Gordon	Yes	No	No	Yes	
Humm	No	Yes	Yes	Yes	
Nanaimo*	Yes	No	No	Yes	
Tecumseh	No	No	Yes	No	

** summer day camp programs offered at this park*