

**TO:** Park Board Chair and Commissioners

**FROM:** General Manager – Vancouver Board of Parks and Recreation

**SUBJECT:** Alcohol in Parks Program 2023 – Proposed By-law

Amendments, Sites, and Program

#### RECOMMENDATION

A. THAT the Vancouver Park Board approve the proposed amendments to the Parks Control By-law regarding Liquor Consumption in parks and beaches, as set out in Appendix C of this report, to permanently and temporarily designate the park sites listed in the by-law as places where liquor may be consumed;

- B. THAT the Vancouver Park Board approve the proposed amendments to Section 14 of the Parks Control By-law regarding glass beverage containers, as set out in Appendix C of this report, to prohibit the use of glass beverage containers in parks and beaches without first obtaining permission from the General Manager;
- C. THAT, subject to Board approval of the proposed amendments in Recommendation A, the Vancouver Park Board approve in principle the proposed operational approaches for the permanent Alcohol in Parks program and the 2023 Alcohol in Beaches pilot as outlined in this report;
- D. FURTHER THAT the Director of Legal Services be instructed to bring forward the proposed by-law amendments in Recommendations A and B for enactment by the Park Board generally in accordance with Appendix C; and
- E. FURTHER THAT the Vancouver Park Board direct staff to update the Board in Q4 2024 on the performance of the permanent Alcohol in Parks program, a year after its public launch

#### REPORT SUMMARY

On December 5, 2022, the Board approved the motion titled <u>Expanding the Alcohol in Parks Program & Making it Permanent and Year Round</u>, which directed staff to:

- initiate a process to make the Alcohol in Parks program permanent and year-round as of the beginning of Q2 of 2023 in the 22 parks that were part of the 2021 and 2022 alcohol in parks pilot programs;
- prepare a list of other Vancouver parks where the potential to expand the alcohol in parks program exists based on the presence of, but not limited to, appropriate washroom and waste facilities; and
- report back to the Board on or before the end of Q1 of 2023 with a plan to pilot the responsible consumption of alcohol on an appropriate Vancouver beach or beaches where adequate facilities exist to support such a beach pilot program.

This report provides an overview of the planned 2023 Alcohol in Parks program, and seeks Board decision for the proposed Parks Control By-law amendments, on-going operational approach, and other considerations relevant to the program.

### BOARD AUTHORITY, POLICY, PREVIOUS DECISIONS/UPDATES

Per the <u>Vancouver Charter</u>, 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 October 1, 2018, the Park Board approved the Park Board Concession Strategy: A Fresh Approach motion, which directed staff to "assess the feasibility of offering alcohol sales at select Park Board run concessions though an alcohol sales pilot".

On December 17, 2018, the Park Board unanimously approved a <u>motion</u> 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 July 6, 2020, the Park Board received a <u>presentation</u> 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 <u>recommendations</u> were referred back to staff to expand the pilot to include parks in each neighborhood.

On July 27, 2020, the Board approved the Liquor Consumption in Parks By-law & Pilot <u>Program</u>, which had been expanded to include 22 pilot sites with at least one site in each neighbourhood. The park by-law amendments required to support the pilot could not be enacted until section 73(2) of the <u>BC Liquor Control and Licensing Act</u> and section 197 of the <u>Liquor Control and Licensing Regulation</u> were amended to grant the Park Board legal authority to designate a public place over which it has jurisdiction, where liquor may be consumed. These amendments were made in June 2021.

In May & June 2021, the Board enacted <u>amendments</u> to the Parks Control By-law regarding liquor consumption in parks, and subsequent updates to <u>Schedule 2</u>, which listed the places where liquor may be consumed until October 11, 2021 (during the 2021 Alcohol in Parks pilot).

On December 17, 2021, staff updated the Board on <u>findings</u> of the 2021 Alcohol in Parks Pilot, including key themes from public feedback, site monitoring results, and future considerations.

On February 7, 2022, the Board approved a motion titled Alcohol in Parks Pilot – Extension and Next Steps, which directed staff to "implement a second Alcohol in Parks Pilot for 2022, with considerations given to the lessons learned from the 2021 experience", and to report back with "recommendations for next steps beyond the Pilot."

On December 5, 2022, the approved the <u>motion</u> titled Expanding the Alcohol in Parks Program & Making it Permanent and Year Round, directed staff to make the 22 pilot sites permanent and year-round, expand the program to other parks, and plan a beach a pilot.

On January 16, 2023, the Board passed the "Think Big" Revenue Strategy <u>motion</u>, part of which directs staff to apply a revenue generating lens to concession operations and when developing the Alcohol in Beaches Pilot.

#### **BACKGROUND**

The Alcohol in Parks Pilot launched to the public at 22 parks for two consecutive summers in 2021 and 2022 following a series of Board motions that directed staff to conduct, and subsequently extend, a pilot program that would allow the public to bring and consume alcohol beverages at select parks. After the first pilot concluded, staff reported to the Board with findings and lessons learned from onsite monitoring, public feedback, and data provided by Vancouver Coastal Health (VCH) and the Vancouver Police Department (VPD). While data regarding longer-term public health impacts of the pilot is limited, the pilot was generally successful – from a park use and management perspective – and confirmed a desire from the public to continue bringing and consuming alcoholic beverages in Vancouver parks.

#### DISCUSSION

In response to the most recent Board directions, staff reviewed all 22 pilot sites, an additional 53 parks with existing washrooms, and all Vancouver beaches in order to develop a shortlist of proposed sites for Board consideration. The following section details the site selection process, recommended sites, operational needs, risk mitigation and enforcement, and by-law amendments necessary to enable the continuation of the program.

### **Expanding and Making Permanent Alcohol in Parks: Site Selection**

The original 22 pilot sites were reviewed and selected based on the criteria developed by a staff working group before the first pilot in the spring of 2020. In Q1 of 2023, these criteria were used to a guide the selection of sites where the program can be expanded and made permanent. Please refer to Appendix A – Site Selection Criteria.

The shift from temporary/seasonal piloting to a permanent and year-round program necessitated a closer review of all eligible parks, their adjacencies, and potentially conflicting uses. Many sites are also near schools whose staff and students rely on nearby park spaces to support programming during the typical September-to-June school year. Whereas a summer pilot minimized interactions between students and park users consuming alcohol, a year-round program would increase the likelihood of these interactions either directly or indirectly (e.g., litter).

Per initial feedback from Vancouver School Board (VSB) and the site selection criteria, staff do not recommend allowing alcohol consumption in parks that are directly adjacent to school grounds at any time, including David Lam Park next to Elsie Roy Elementary in Yaletown, which has been a pilot site for the past two summers. For parks near but not directly adjacent to schools, staff recommend these parks be available for alcohol consumption in summer months only.

### **Recommended Parks in which to Permanently Permit Alcohol**

Proposed parks to include in the program are divided into two distinct categories: permanent year-round sites and permanent summer-only sites. The full list of recommended sites can be found in Appendix A.

- 1. **Permanent Year-Round Sites:** Parks beyond three city blocks of schools where members of the public can bring and consume liquor year-round, as a regularized and allowable park use.
- 2. Permanent Summer Only Sites: Parks within three city blocks of but not directly adjacent to schools where users can bring and responsibly consume liquor during the months of July and August. Between the months of September and June, alcohol will not be allowed beyond permitted and licensed special events. The seasonal approach enables park users to responsibly enjoy alcoholic beverages during a season when parks and outdoor activities are generally more in demand, while respecting school sensitivities and needs during the typical fall-to-spring school term.

In total, staff propose 48 parks where the Alcohol in Parks program can be made permanent (21 former pilot sites and 27 new sites); of which 16 are permanent summer-only with respect to neighbourhood school and students' needs, and 32 are permanent year-round.

### Piloting Responsible Alcohol Consumption on Vancouver Beaches: Site Selection

In response to Board direction regarding consumption of alcohol at select beach sites, staff reviewed all parks with beaches against the aforementioned site selection criteria (plus beach-specific criteria), and recommend seven Beach Pilot sites (listed in Appendix A). All are within parks proposed for the permanent program. In line with the piloting approach used in the previous two years, the Beach Pilot will be temporary, and will have engagement and on-site monitoring components to gather public feedback and data.

### **Proposed By-Law Amendments**

In order for staff to proceed with the December 5, 2022, Board directions, the Parks Control By-law must be updated to reflect the changes to the program, new sites and designated "Alcohol Allowed Zones", as well as sign size requirements. Additionally, amendments prohibiting glass beverage bottles and containers, and the ability to temporarily suspend the liquor program to support permitted special events are required. The former responds directly to operational and hazard concerns around broken glass in parks and beaches, and the latter responds to concerns from the event industry, which, in many instances, rely on liquor sales (e.g., beer gardens) and/or corporate sponsorship (e.g., liquor brands) to invest and recoup significant event costs. More detail on these proposed by-law amendments can be found in Appendix C of this report.

#### **Operational Needs**

Operationalizing the program at the proposed 48 permanent sites and 7 Beach Pilot sites requires both a clear public communications strategy and an active management plan. Additionally, specific to the Beach Pilot, staff will conduct a public survey to collect feedback for the duration of the pilot.

#### Hours and Duration

For all sites, the hours where alcohol may be consumed are proposed to be from 11:00 AM to 9:00 PM daily. If approved by the Board, the public launch of the permanent year-round sites and Beach Pilot sites would be June 1, 2023, and July 1, 2023 for the permanent summer-only sites. All permanent sites would continue in perpetuity as a regularized allowable park use, with the exception of the Beach Pilot, which would end on September 4, 2023, after which drinking would no longer be permitted on beaches.

### **Public Communications**

Per the current Sections 23C and 23D of the Parks Control By-law and Provincial legislation requirements, the following communication means will be employed:

| On Site Signage        | Signs will be installed at every site indicating clearly the designated 'Alcohol Allowed Zones' on a map, hours when alcohol may be consumed, and other key public messages. Specific to the Beach Pilot sites, the signs will also include key information about the pilot including roles and responsibilities of the park users (including messaging around aquatic safety), and invitations and links to participate in an online public survey, which would remain live throughout the duration of the pilot period. |
|------------------------|---|
| Website & Social Media | Key public messages will be available on the project's webpage and the Park Board's social media platform.  |
| News Releases          | News release or informational bulletin will be published pending approval of the program by the Board.  |

### Park Quality and Waste Management

A finding from the 2021-2022 pilots is that the condition of sites at destination parks, from a waste, litter, and maintenance perspective, temporarily declines during peak summer weekends. While expected and quickly manageable by Park Operations crews, it is unclear whether the temporary decline below usual standards was due to a surge in park usage, the ability for people to bring and consume alcohol, or both. Staff anticipate these momentary issues to continue in the summer, and will be working with Engineering Services to install and regularly service additional waste totes at key locations.

#### On-site monitoring

While Park Rangers will routinely patrol all sites, presence at Beach Pilot locations will be prioritized, where, in addition to their role as park ambassadors, they will monitor and record Beach Pilot conditions via an internal survey during every visit. The data collected will be used to inform key findings for report-back to the Board after the pilot.

#### **Risks, Mitigation & Enforcement Strategy**

The findings from the 2021-2022 summer pilots indicated that over 95% of total Park Ranger visits to pilot sites reported that park users consuming alcohol were respectful and responsible. The rare occasions where additional support from police was required were largely isolated to popular destination parks, especially during peak summer weekends. English Bay and Third Beach in Stanley Park are not recommended in the list of program sites; according to both Park Rangers and VPD, these parks regularly have enforcement challenges related to unsanctioned gatherings, substance use, and undesirable crowd behaviours.

A key observation from the two summers of pilots was that most park users did not abide by the designated "Alcohol Allowed Zones", with many people consuming alcohol in areas adjacent to the pilot sites, despite remaining respectful and responsible. While staff anticipate this pattern to

continue with the launch of the Beach Pilot, the legal designation of these beaches as temporary alcohol consumption sites also presents some risk:

- Per the <u>2017 edition of the National Drowning Report</u> prepared for the Lifesaving Society Canada by the Drowning Prevention Research Centre Canada: alcohol is a common factor associated with drowning. On average, in one third of drowning deaths in Canada, the victim had consumed alcohol prior to the incident;
- Per the <u>2005 edition of The Facts about Drowning in Canada Report</u> by the Canadian Red Cross: nearly a quarter of drowning victims had blood alcohol levels above the legal limits; and
- Per the <u>Centre for Disease Control</u>: among adolescents and adults, alcohol use is involved in up to 70% of deaths associated with water recreation (such as boating and swimming) and nearly 1 in 4 emergency department visits for drowning.

The statistics around aquatic safety and alcohol reinforce the same message: alcohol impairs balance, coordination, and judgement, while increasing risk-taking behaviour.

Staff have been mindful of these considerations when proposing sites. As noted in the Operational Needs section above, Park Rangers will also prioritize time and staff resources to patrolling Beach Pilot sites to monitor and respond to undesirable behaviours and activities. In situations where behaviour and activities escalate beyond Park Ranger purview (e.g. violence or threats of violence, behaviours and activities that risk the safety of staff, individuals, and surrounding park users), the Vancouver Police Department will be called upon to respond. Please see Appendix B for more information on the approaches to enforcement and mitigating risk.

### **Measuring Performance and Success**

To date, the "success" of the Alcohol in Parks Pilot has been contingent on the relatively small number of incidents and whether or not issues can be properly managed regarding cost and operations. As the Alcohol in Parks program pivots from temporary, summer-based pilots to permanent and regularized park use, staff expect to update the Board after the first year of the program, with findings, lessons learned, and any potential improvements.

#### OTHER CONSIDERATIONS

### **Public Health Monitoring**

On January 11, 2023, Vancouver Coastal Health (VCH) sent a letter to the Park Board entitled, "Alcohol Consumption – Combined Policy Implication and Research", attached in Appendix D, which provided an overview of the relevant research on alcohol and health, along with recommendations to develop and implement a robust health and equity impact assessment prior to making permanent policy decisions. A formal health and monitoring plan, however, will take time and resources to develop and implement, for which staff do not currently have capacity. As such, the program will be launched this year without an established framework to monitor health impacts.

### Vancouver School Board Policy

While the seasonal approach to some sites attempts to accommodate school concerns as much as feasibly possible, the program does not meet VSB's <u>AP Policy 313</u>, which states that schools be thoroughly consulted with any potential land uses deemed "incompatible" within 300m of

schools. This policy has been routinely cited to contest proposed land uses such as liquor, cannabis, and adult-oriented establishments, and may be applied to public spaces sanctioned for liquor consumption. Using this 300m buffer from this school policy, however, would mean that nearly half of the 48 proposed sites would be ineligible for inclusion (including half of the former pilot sites). While staff will distribute notification letters to schools prior to the program's launch this year, because there was inadequate time to consult with all schools, staff advisory committees, trustee liaisons, and parents' advisory committees prior to Board decision, the Board may receive some feedback from schools and their stakeholders regarding the Alcohol in Parks program.

### **Alcohol Sales at Concessions**

In October of 2018, the Board directed staff to assess the feasibility of offering alcohol sales at select Park Board run concessions. Since then, Business Services has been working to license and equip select concession locations with alcohol sales and service. These locations have been strategically selected to align with the proposed Beach Pilot sites with the aim of offering multiple experiences for park patrons, and generating revenue, in line with the Board's more recent January 16, 2023 "Think Big" Revenue Strategy motion. That motion also asked that staff examine partnering with private sector restaurants to create unique destination beach cafes that serve alcohol and food. Staff will update the Board on this separately.

#### **Downtown Eastside Parks**

Since the initial launch of the Alcohol in Parks Pilot in 2021, staff have been in discussion with community stakeholders to explore what a community-led, peer managed alcohol pilot could look and function like in the Downtown Eastside (DTES) neighbourhood. These conversations have been centered around equity and the needs of park users in the neighbourhood and are inspired by the ongoing collaborative work between the City of Vancouver and community service providers at the Drinkers' Lounge. Due to the complex social and health needs in the neighbourhood, staff are not currently proposing parks in the area to be included in the program.

#### **Financial Implications**

It is anticipated that both the permanent Alcohol in Parks program and the Beach Pilot will require the following staff/labour resources:

| Initial Costs |   | Ongoing Costs  |  |
|---------------|---|--|--|
|               | Website updates and public communications   | - Sign maintenance and repair as needed  |  |
| _             | Stakeholder notifications   | <ul> <li>Seasonal installation of additional waste totes</li> </ul>              |  |
| -             | Beach Pilot survey updates, monitoring, and analysis  | <ul> <li>Waste tote servicing, litter pick-up, and washroom servicing</li> </ul> |  |
| -             | Sign design, fabrication, and installation  | - Park Ranger patrols and visits   |  |
| -             | Internal Park Ranger survey to track site conditions  | <ul> <li>Responding to public feedback and concerns</li> </ul>                   |  |
| -             | Review and analysis of key findings from<br>Beach Pilot, including report-back update<br>to the Board | - Consultation with stakeholders (e.g. VCH)                                      |  |
|               |   | - Lifeguard duty and scheduling for Beach Pilot                                  |  |

While some of these resources already exist to support more general Parks and Recreation systems and services (e.g., waste tote and washroom servicing and lifeguards at beach sites), other resources are incremental and will be directed specifically to support this program (e.g., sign fabrication and installation upwards of \$20,000, general project management, and prioritizing Park Ranger patrols at program sites). For reference, the total cost of planning and implementing the initial 2021 pilot program was approximately \$120,000 (including project management and overhead estimates), and \$79,000 for the 2022 pilot.

The estimated ongoing operating costs for this project is roughly \$84,000. As there is no budget for this project, staff will have to reallocate budget and reprioritize resources in order to implement this program. Altogether, this work will need to be absorbed by existing budget and resource capacity from each work group, and will divert funds from other emerging or prioritized work plans. Staff will continue monitoring the financial, staffing, and resource needs of this program.

#### **NEXT STEPS**

Pending a Board decision, the next steps for both the Alcohol in Parks program and the Beaches pilot include:

- 1. Design and fabricate on-site signs for all permanent and Beach Pilot sites
- 2. Implement the communications and engagement plan, including notifying key stakeholders, updating the project webpage, preparing the public survey platform, and more
- 3. Prepare and coordinate on-site staff, including lifeguards, Park Rangers, and Park Operations crew
- 4. Public launch, including sign installation, communications, and ongoing monitoring (starting June 1, 2023 for permanent year-round sites and Beach Pilot sites, and July 1, 2023 for permanent summer-only sites)

### **CONCLUSION**

Planning and implementing the Alcohol in Parks program in 2023 by making permanent sites and launching a Beach Pilot requires close coordination and alignment across work groups within Parks & Recreation and beyond. In response to Board direction, this report details the proposed sites, operational approaches, risk mitigation and enforcement strategy, by-law amendments, and performance evaluation for Board consideration, with additional considerations toward stakeholders, financial implications, and other relevant work plans within Park Board responsibilities.

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

Prepared by: Frankie Mao, Planner II – Planning, Policy & Environment

fm/em/ds/jk

#### **Site Selection Criteria**

- 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);

- Minimal impacts to natural areas, purpose-built, and/or programmable spaces (e.g., wetlands, meadows, skate parks, dog off-leash areas, sports fields, etc.);
- Minimal impacts/disruptions to neighbouring residents;
- j. Minimum 20 metres from playgrounds;
- k. Not adjacent to schools;
- Avoid bathing beaches (for aquatic safety reasons)\*;
- m. Avoid primary special event venues (to reduce conflicts/need for temporary restrictions).

Note: The 13 criteria above was used to review and select permanent sites for this program – with the exception of "avoid[ing] bathing beaches" as the Board also directed staff to plan a pilot to test responsible alcohol consumption at beaches (see below).

**Proposed permanent year-round sites** (individual site maps attached in Schedule 2A of Appendix C):

- Adanac Park
- Balaclava Park
- Barclay Heritage Square
- Burrard View Park
- Elm Park
- Fraser River Park\*
- Garden Park
- Granville Park\*
- Harbour Green Park\*
- Jericho Beach Park
- John Hendry/Trout Lake Park\*
- Jonathan Rogers Park
- Jones Park
- Kitsilano Beach Park\*
- Langara Park\*
- Locarno Beach Park\*
- Maple Grove Park\*

- McBride Park
- Memorial West Park\*
- New Brighton Park\*
- Pandora Park\*
- Queen Elizabeth Park\*
- Riverfront Park\*
- Spanish Banks Beach Park
- Stanley Park (Lumberman's Arch)
- Stanley Park (Southwest\* and
- Second Beach)
- Sunrise Park
  Tatlow Park
- Vanier Park\*
- Victoria Park
- Volunteer Park\*
- Woodland Park

Note: Parks that are italicized and marked with an asterisk (\*) are former pilot sites.

**Proposed permanent summer-only sites** (individual site maps attached in Schedule 2B of Appendix C):

- Beaconsfield Park
- Braemer Park
- Brewers Park
- Clinton Park
- Collingwood Park\*
- Columbia Park
- Falaise Park
- Memorial South Park\*

- Norquay Park
- Oak Park
- Quilchena Park\*
- Robson Park\*
- Ross Park
- Rupert Park\*
- Slocan Park
- Winona Park



Figure 1: City-wide map of proposed permanent sites, year-round (orange) and summer-only (yellow).

### **Additional Site Selection Criteria for Beach Pilot Sites**

- a. lifeguard presence
- b. Vancouver Police Department (VPD) and Park Rangers patrols
- c. amenities (washroom and change room facilities)
- d. water quality
- e. popularity as destinations for recreational aquatic activity
- f. concessions; and

g. whether or not beaches were within proposed permanent sites / former pilot sites.

Proposed Beach Pilot sites (individual site maps attached in Schedule 2C of Appendix C):

- Jericho Beach
- Spanish Banks
- Locarno Beach
- Second Beach (Stanley Park)
- Kitsilano Beach
- John Hendry / Trout Lake Beach
- New Brighton Beach

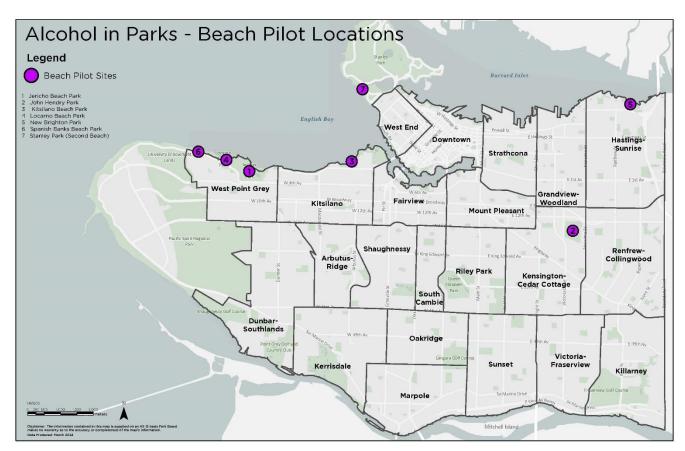


Figure 2: City-wide map of proposed Beach Pilot sites (purple).

|              | Beach Pilot Sites   | Permanent Sites   |
|--------------|---|---|
| Lifeguards   | <ul> <li>On duty during pilot hours and duration (except New Brighton and John Hendry / Trout Lake beaches)</li> <li>Monitor safety in water exclusively</li> </ul>   | - N/A unless adjacent to Beach<br>Pilot sites   |
| Park Rangers | <ul> <li>Prioritize patrol multiple times daily</li> <li>Serve as ambassadors reminding visitors the roles and responsibilities as needed</li> <li>Record site conditions</li> <li>Report incidents to VPD as needed</li> </ul> | <ul> <li>Patrol as necessary and capacity allows</li> <li>Serving as park ambassadors</li> <li>Report incidents to VPD as needed</li> </ul> |
| VPD          | <ul> <li>VPD Beach Patrol regularly visit key destination beaches during the summer; coordinating with Park Rangers</li> <li>Dispatch to site as called</li> <li>Serve as enforcement</li> </ul>                                | Dispatch to site as called     Serve as enforcement   |

As much as operationally feasible, the approach above relies on existing staff capacity, and working relationships with VPD, while ensuring balance with other parts of the Parks & Recreation system that also depend on the same pool of resources.

Ultimately, the risks associated with alcohol consumption in park and beach spaces are borne by the park users, who are expected to be responsible and self-police their activities and behaviours in sanctioned alcohol-permitted spaces. Indeed, the sentiment of "treating adults like adults" is one of the key themes from the public survey results of the initial 2021 pilot, and self-policing, in particular, is one of the factors cited for the success of similar public space alcohol programs in the City of West Vancouver and the City of Penticton.

To this end, messaging around risk, safety, and the roles and responsibilities of park users will be reinforced in signage and public communications for both the permanent program and the Beach Pilot. This may include, but is not limited to, no drinking in the water, do not go into the water intoxicated, and more.

| BY-LAW NO. |  |
|------------|--|
|------------|--|

# A By-law to Amend the Parks Control By-law Regarding Liquor Consumption in Parks

THE PARK BOARD OF THE CITY OF VANCOUVER, in public meeting, enacts as follows:

- 1. This By-law amends the indicated provisions of the Parks Control By-law.
- 2. In section 14(i), the Board strikes out "break any glass bottle or container on or in any park or beach;" and substitutes "bring any glass beverage bottles or containers into any park or onto any beach;".
- 3. In section 23A, the Board strikes out "Schedule 2" and substitutes "Schedules 2A, 2B and 2C".
- 4. The Board strikes out section 23B and substitutes the following:
  - "23B. Liquor may be consumed in a park:
    - (a) in the areas designated as places where liquor may be consumed under section 23A of this by-law;
    - (b) year-round, in the areas listed in Schedule 2A, starting June 1, 2023;
    - (c) between July 1 and August 31 of each calendar year, in the areas listed in Schedule 2B;
    - (d) between June 1, 2023 and September 4, 2023, in the areas listed in Schedule 2C; and
    - (e) between the hours of 11:00am and 9:00pm,

except that if the General Manager permits a special event in an area, or part of an area, that has been designated as an area where liquor may be consumed, then the General Manager may temporarily suspend the designation of that area, or a part of that area, for the duration of the special event."

- 5. In section 23D(b), the Board strikes out "a minimum of 12 inches by 24 inches" and substitutes "a minimum of 12 inches by 18 inches".
- 6. The Board strikes out Schedule 2 and substitutes Schedules 2A, 2B and 2C, all as attached to this By-law as Appendix A.
- 7. This By-law is to come into force and take effect on the date of its enactment.

| ENACTED by the Vancouver Board of Parks and Recreation this day of, 2023. |
|---|
|   |
| Scott Jensen, Chai Board of Parks and Recreation                          |
| Donnie Rosa, General Manage<br>Board of Parks and Recreation              |



# PARKS AND AREAS OF PARKS WHERE LIQUOR MAY BE CONSUMED



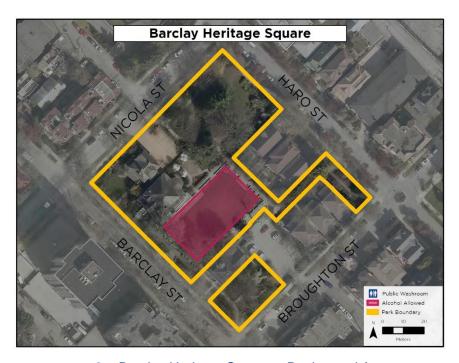
1. Adanac Park - Designated Area



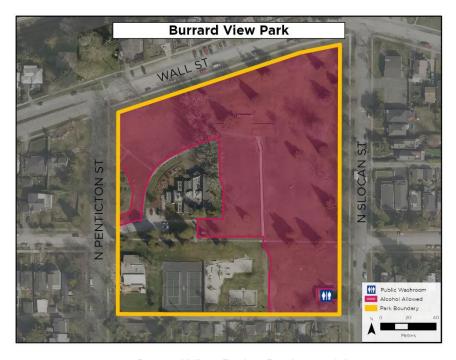
2. Balcalava Park - Designated Area



# PARKS AND AREAS OF PARKS WHERE LIQUOR MAY BE CONSUMED



3. Barclay Heritage Square - Designated Area

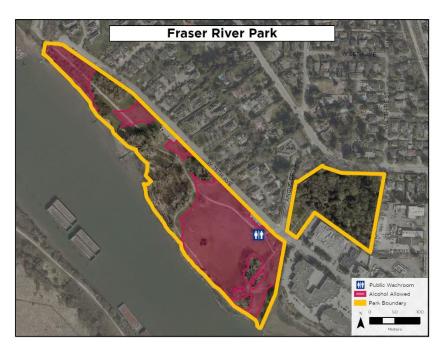


4. Burrard View Park - Designated Area





5. Elm Park – Designated Area



6. Fraser River Park – Designated Area





7. Garden Park – Designated Area



8. Granville Park - Designated Area





9. Harbour Green Park - Designated Area



10. Jericho Beach Park - Designated Area





11. John Hendry (Trout Lake) Park – Designated Area



12. Jonathan Rogers Park – Designated Area





13. Jones Park - Designated Area



14. Kitsilano Beach Park - Designated Area





15. Langara Park - Designated Area



16. Locarno Beach Park – Designated Area





17. Maple Grove Park – Designated Area



18. McBride Park - Designated Area





19. Memorial West Park – Designated Area



20. New Brighton Park - Designated Area





21. Pandora Park – Designated Area



22. Queen Elizabeth Park – Designated Area



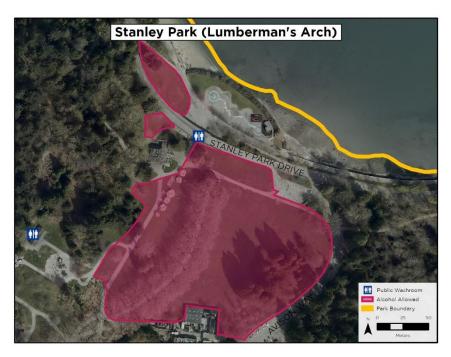


23. Riverfront Park - Designated Area



24. Spanish Banks Beach Park – Designated Area





25. Stanley Park (Lumberman's Arch) - Designated Area



26. Stanley Park (Southwest) - Designated Area





27. Sunrise Park – Designated Area



28. Tatlow Park - Designated Area





29. Vanier Park – Designated Area



30. Victoria Park - Designated Area





31. Volunteer Park – Designated Area



32. Woodland Park - Designated Area



# PARKS AND AREAS OF PARKS WHERE LIQUOR MAY BE CONSUMED



1. Beaconsfield Park - Designated Area



2. Braemar Park - Designated Area





3. Brewers Park - Designated Area



4. Clinton Park - Designated Area





5. Collingwood Park - Designated Area



6. Columbia Park - Designated Area





7. Falaise Park - Designated Area



8. Memorial South Park - Designated Area





9. Norquay Park - Designated Area



10. Oak Park - Designated Area





11. Quilchena Park – Designated Area



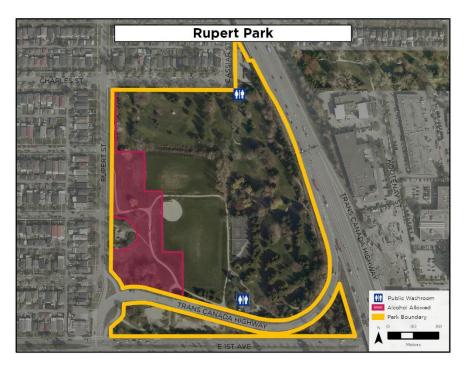
12. Robson Park – Designated Area



### PARKS AND AREAS OF PARKS WHERE LIQUOR MAY BE CONSUMED



13. Ross Park – Designated Area



14. Rupert Park – Designated Area



## PARKS AND AREAS OF PARKS WHERE LIQUOR MAY BE CONSUMED



15. Slocan Park – Designated Area



16. Winona Park - Designated Area



## PARKS AND AREAS OF PARKS WHERE LIQUOR MAY BE CONSUMED



1. Jericho Beach Park - Designated Area



2. John Henrdy (Trout Lake) Park - Designated Area



## PARKS AND AREAS OF PARKS WHERE LIQUOR MAY BE CONSUMED



3. Kitsilano Beach Park - Designated Area



4. Locarno Beach Park - Designated Area



## PARKS AND AREAS OF PARKS WHERE LIQUOR MAY BE CONSUMED



5. New Brighton Park - Designated Area



6. Spanish Banks Park - Designated Area



## PARKS AND AREAS OF PARKS WHERE LIQUOR MAY BE CONSUMED



7. Stanley Park (Second Beach) - Designated Area



#### Office of the Chief Medical Health Officer

#800 - 601 West Broadway Vancouver, BC V5Z 4C2 604-675-3900

January 11, 2023

Vancouver Board of Parks and Recreation 2099 Beach Ave Vancouver, BC V6G 1Z4

To Vancouver Park Board Commissioners,

Re: Public Alcohol Consumption – Combined Policy Implication and Research

As the Park Board considers changes to alcohol policy that expand the locations where alcohol may be consumed, it is important to have a complete picture of the health and social impacts of alcohol use on residents of Vancouver. To that end, Vancouver Coastal Health offers the attached overview of relevant research on alcohol and health for the Park Board's consideration.

Please let me know if you would like to discuss this issue further either with Parks Board staff or at an upcoming Parks Board meeting.

Sincerely,

Mark Lysyshyn MD MPH FRCPC

Deputy Chief Medical Health Officer

Vancouver Coastal Health

CC: Donnie Rosa, General Manager, Vancouver Board of Parks and Recreation Juan Solorzano, Executive Director Population Health, VCH



# Public Alcohol Consumption in Vancouver - Research summary on population health and social impact

As the Park Board considers changes to alcohol policy that expand the locations where alcohol may be consumed, it is important to have a complete picture of the health and social impact of alcohol use on residents of Vancouver. Vancouver Coastal Health (VCH) offers the following overview of the relevant research on alcohol and health for the Park Board's consideration.

Alcohol is a leading cause of preventable death, harms and disability globally. In Canada, alcohol consumption contributed to 18,000 deaths in 2017. There is robust evidence that consuming alcohol (ethanol) increases the risk of a wide range of diseases and conditions, including liver disease, seven forms of cancer, heart disease, dementia, gastrointestinal complications, fetal alcohol spectrum disorder, and alcohol use disorder. Alcohol is associated with numerous social problems, including heightened rates of aggression and violent behaviour, such as sexual violence and intimate partner violence. Indeed, almost 20 percent of violent crimes in Canada were found to be associated with alcohol use. Impairment of driving related to alcohol use leads to considerable injury and loss of life every year. In the VCH region in 2019, the Canadian Institute for Substance Use Research (CISUR, at the University of Victoria) estimated that there were 288 (25 per 100,000 population) alcohol-attributable deaths and 2920 (245 per 100,000 population) alcohol-related hospitalizations (inpatient, overnight.)

The economic burden of alcohol use on society is significant. Canada-wide, the costs associated with alcohol were \$16.6 billion in 2017, substantially higher than that of either tobacco or opioids. Healthcare costs related to alcohol (hospitalization, surgery, emergency department visits, etc.) totaled \$5.4 billion. Alcohol was the leading cause of substance use-attributable lost productivity in the workforce, and accounted for the greatest costs to the criminal justice system (30.2 percent of all criminal justice costs). In that same year, alcohol use cost the province of British Columbia \$2.38 billion – an average of \$483 per person.

Alcohol use in Vancouver has been increasing since 2002, with consumption remaining high between 2015 and 2019.<sup>11</sup> In Vancouver's City Centre, Centre North and, to a lesser extent, Midtown Local Health Areas, consumption of alcohol generally exceeded regional and provincial averages.<sup>12</sup> During the COVID-19 pandemic, alcohol consumption in BC increased by 1.4%, reaching the highest level since tracking commenced in 2001.<sup>13</sup> According to BC's COVID-19 SPEAK 2 Survey, 24 percent of respondents in the Vancouver Coastal region reported drinking more than before the pandemic, 20 percent reported drinking less, and 28 percent reported binge drinking at least once per month in the past year.<sup>14</sup>

Canada's national Low-Risk Alcohol Drinking Guidelines (LRDGs) were last published in November 2011. They advised that alcohol consumption above 10 drinks/week for women and 15 drinks/week for men increases long-term health risks. More recently, a number of systematic reviews have observed that there is no lower risk threshold between alcohol use and the diagnosis of (and death) from cancer, some strokes and hypertensive heart disease. Therefore, in light of new evidence, we now understand that the risk of a negative acute outcome may begin to increase with any alcohol consumption.

In response to the robust body of evidence of linking alcohol use to disease, injury and death, the Government of Canada and province of BC have adopted many measures to promote lower levels of alcohol consumption by the population, and to delay the age at which people begin to

#### **Letter to Park Board on Public Alcohol Consumption**



consume alcohol. This is accomplished through minimum pricing and taxation on alcoholic beverages, regulations on advertising of alcohol, and the regulation of the physical availability of alcohol (by limiting the location, number and hours of stores, bars and other establishments that are licensed to sell alcohol) – characterized by the World Health Organization as "best buys" to reduce the harms of alcohol use – as well as public education campaigns, brief psychosocial interventions (within the health care system), and laws that govern driving while under the influence. There is a strong evidence base for these measures.

Vancouver and other municipalities have important roles to play in designing environments where residents can minimize their risk of harms related to alcohol use. Public consumption of alcohol has historically been prohibited in public parks in most BC municipalities. In the early days of the pandemic, Vancouver and other municipalities relaxed those rules to encourage social interactions outdoors where the risk of transmitting the virus is lower, and recognizing that many residents do not have yards or patios where they could safely socialize with friends and family. In fact, some research suggests a range of equity, harm reduction and social connectedness benefits that may be associated with the consumption of alcohol in outdoor public spaces in urban areas, with a few studies finding that bans on public consumption adversely impacted social groups that were already marginalized.<sup>18</sup> As municipalities consider the liberalization of alcohol policies, they will need to assess those factors alongside the many adverse effects of alcohol use, as described above.



# Public Consumption of Alcohol in Vancouver – High level health policy recommendations

As the Park Board considers making the Alcohol in Parks Pilot program permanent and expanding to all parks and beaches, VCH encourages the Park Board to take into consideration the serious harms and costs associated with alcohol use. These harms are clearly evidenced within the research summary shared above and the referenced literature. CCSA's new draft guidelines state that alcohol is harmful to human health even at low doses and is associated with numerous diseases and conditions, including cancer.

In Vancouver, various policies have recently been introduced that facilitate residents' access to and use of alcohol. These have largely been in response to the COVID-19 pandemic and the Alcohol in Parks program was introduced alongside other alcohol liberalization policies, such as the expansion of liquor store hours and increased home delivery services for alcohol. At present, we do not fully understand the long term impact that these policies may have on alcohol consumption and normalizing alcohol use.

We therefore urge the Park Board to go slow with alcohol liberalization measures. Before a decision is taken on making the pilots permanent, there should be a robust health and equity impact assessment to consider how the liberalization of public spaces for alcohol consumption might encourage affect alcohol consumption, and potentially result in health harms.

If this decision is taken, VCH recommends that the Park Board carefully and continually assess the possible health, equity and community impacts by rigorously monitoring and evaluating any novel policies that would liberalize public consumption. Key metrics to study should include:

- Any changes in the overall amount of alcohol consumed in Vancouver per capita, to be determined by comparing alcohol sales data and population data;
- Any significant change in locations where alcohol is frequently consumed, to be determined by comparing alcohol sales in bars/restaurant and liquor shops before and after the policy is made permanent;
- Short-term health and social impacts, such as changes in the rates of alcohol-related visits to emergency departments, violent assaults related to alcohol use, driving under the influence of alcohol, and law enforcement responses to alcohol-related incidents, as well as any changes in patterns of binge consumption;
- Longer term population health and social impacts, including trends in diseases and disorders related to alcohol use;
- The effects of new policies on social equity (e.g. whether particular social groups benefit
  or are negatively impacted by the policy itself or changes in law enforcement based on
  the policy) and social connectedness. Qualitative data collection such as surveys,
  questionnaires and focus groups may be the most useful tool here.

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VCH also urges the Park Board:

- To ensure that host First Nations are consulted regarding their views on alcohol consumption in parks;
- To continue to robustly consider other public realm considerations such as the impacts on noise, rubbish and public perceptions of safety. For example, one New Zealand study on the effects of alcohol in public spaces around bottle stores concluded that the community benefit of public space was reduced by the use of alcohol;<sup>19</sup> and,
- To determine who is currently most penalized as a result of public alcohol consumption in Vancouver through consultation with the Vancouver Police Department.

We are keen to work with you to respond to the Councilors' motion, and propose that the VCH -City of Vancouver (COV) Healthy City Steering Committee is an appropriate forum to use for continued discussion.

We would also happily present the evidence on alcohol and health harms at any future Park Board meeting on this issue, should that be helpful.

<sup>&</sup>lt;sup>1</sup> World Health Organization (WHO) (2018), Global Status Report on Alcohol and Health 2018, internet, Global Status Report on Alcohol and Health 2018 - World Health Organization - Google Books; Rehm, Jürgen, et al. (2009), Global Burden of Diseases and Injury and Economic Cost Attributable to Alcohol Use and Alcohol-use Disorders, Series on Alcohol and Global Health 1, internet, Global burden of disease and injury and economic cost attributable to alcohol use and alcohol-use disorders - PubMed (nih.gov).

<sup>2</sup> Canadian Centre on Substance Use and Addiction (CCSA) (2022), Update of Canada's Low-Risk Alcohol Drinking Guidelines: Final Report for Public

Consultation, internet, Update of Canada's Low-Risk Alcohol Drinking Guidelines: Final Report for Public Consultation (ccsa.ca); Stockwell, Tim, et al. (2019), Strategies to Reduce Alcohol-Related Harms and Costs in Canada: A Review of Provincial and Territorial Policies, Victoria, BC: Canadian Institute for Substance Use Research.

<sup>&</sup>lt;sup>3</sup> Rehm, Jürgen, et al. (2010), "The Relation between Different Dimensions of Alcohol Consumption and Burden of Disease—an Overview," Addiction. 105(5): 817-843; Minister of Health (2016), The Chief Public Health Officer's Report on the State of Public Health in Canada 2015: Alcohol Consumption in Canada, internet, state-phac-alcohol-2015-etat-aspc-alcool-eng.pdf (canada.ca).

<sup>&</sup>lt;sup>4</sup> CCSA (2020), Canadian Substance Use Costs and Harms, internet, Canadian Substance Use Costs and Harms (2015-2017) [report] (csuch.ca).

<sup>&</sup>lt;sup>5</sup> Minister of Health (2016).

<sup>&</sup>lt;sup>6</sup> Canadian Institute for Substance Use Research (2022), BC AOD Trend Analyzer Tool, internet: http://aodtool.cisur.uvic.ca/aod/, date accessed: December 2, 2022.

<sup>&</sup>lt;sup>7</sup> CCSA (2020). <sup>8</sup> Ibid.

<sup>9</sup> Ibid.

<sup>10</sup> CCSA and Canadian Institute for Substance Use Research (CISUR), Canadian substance use costs and harms data visualization tool, internet, CSUCH - Explore the Data, date accessed: December 9, 2022.

<sup>11</sup> CISUR (no date), Alcohol consumption: Annual alcohol consumption in BC, internet, Alcohol consumption - University of Victoria (uvic.ca).

<sup>13</sup> Ibid. At the beginning of the pandemic (2020), alcohol consumption increased in BC, climbing in four of the five health regions. Province-wide, CISUR calculated: "Age 15+ per capita alcohol consumption of 9.32 L equates to every British Columbian aged 15+ (including non-drinkers) consuming an average of 547 bottles of beer a year, 10.5 per week or about 1.5 per day (regular strength 5% 341 mL bottles) or 104 average strength bottles of wine a year (12%, 750 mL bottles) or nearly two bottles of wine per week or 1.5 medium glasses per day." The Vancouver Coastal region as a whole diverged from the provincial trend with a 2020 reduction in alcohol consumption by 11 percent; however, not all parts of the Vancouver Coastal

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<sup>112, 580-593:</sup> Sun, Qiuyu., et al (2020). Alcohol consumption by beverage type and risk of breast cancer: A dose-response meta-analysis of prospective cohort studies. Alcohol and Alcoholism, 55(3), 246–253. https://doi.org/10.1093/alcalc/agaa012: Vieira, Ana Rita., et al (2017). Foods and beverages and colorectal cancer risk: a systematic review and meta-analysis of cohort studies, an update of the evidence of the WCRF-AICR Continuous Update Project. Annals of Oncology, 28(8), 1788-1802. https://doi.org/10.1093/annonc/mdx171: Liu, Feiyan. et al. (2020). Race- and sexspecific association between alcohol consumption and hypertension in 22 cohort studies: A systematic review and meta-analysis. Nutrition, Metabolism and Cardiovascular Diseases, 30(8), 1249–1259. https://doi.org/10.1016/j.numecd.2020.03.018: Larsson, Susanna., et al.(2016). Differing association of alcohol consumption with different stroke types: A systematic review and meta-analysis. BMC Medicine, 14, Article 178. https://doi.org/10.1186/s12916-016-0721-4

<sup>16</sup> WHO (2018); Stockwell, Tim et al. (2019), Strategies to Reduce Alcohol-Related Harms and Costs in Canada: A Review of Provincial and Territorial Policies, Victoria, BC: CISUR, internet, https://www

<sup>17</sup> WHO (2018); Chisholm, Dan, et al. (2018), "Are the 'Best Buys' for Alcohol Control Still Valid?" Journal of Studies on Alcohol and Drugs 79(4): 514-522; Meier, Petra et al. (2016), "Estimated Effects of Different Alcohol Taxation and Price Policies on Health Inequalities: A Mathematical Modelling

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<sup>&</sup>lt;sup>18</sup> Manton, Elizabeth, et al. (2014), "Public Drinking, Social Cohesion and Social Capital: A Qualitative Study," *Addiction Research and Theory* 22(3): 218-228); National Drug Law Enforcement Research Fund, Commonwealth of Australia (2014), "Prohibiting Public Drinking in an Urban Area: Determining the Impacts on Police, the Community and Marginalized Groups," Monograph Series No. 49; Pennay, Amy and Robin Room (2012), "Prohibiting Public Drinking in Urban Public Places: A Review of the Evidence," *Drugs: Education, Prevention and Policy* 19(2): 91-101; Caetano, Raul, and Denise Herd (1988), "Drinking in Different Social Contexts among White, Black, and Hispanic Men," Yale Journal of Biology and Medicine 61: 243-258.

<sup>&</sup>lt;sup>19</sup> Randerson, Steve, et al. (2022) "I feel it's unsafe to walk": Impacts of alcohol supply on public space in eight neighbourhoods, and residents' input to alcohol licensing decisions. Wellington: Te Whatu Ora. Internet: Inclusivity-report.PDF (alcohol.org.nz) Accessed December 16, 2022.