



Liquor Policy Review Recommended Actions

Wednesday June 14, 2017
Standing Committee on City Finance and Services

Agenda

- Liquor Policy Review Overview
- Context and Findings
- Key Recommendations
- Summary and Next Steps

Liquor Policy Review

- Provincial policy changes
- Alignment with City priorities and strategies
- Changing neighborhoods and economy
- DTES & GED moratoria
- Evolving evidence of health impacts

Goals

- 1** Protect health, safety and community liveability
- 2** Foster creativity, community connection and local economy
- 3** Ensure effective and efficient regulatory framework



Recommendations

1 Protect health, safety and community liveability

- A. Maintain existing **Downtown Eastside** liquor policy direction
- B. Adjust **Granville Entertainment District** policies to reduce problems
- C. Expand general **public health** interventions

2 Foster creativity, community connection and local economy

- D. Allow liquor sales in **non-traditional business**
- E. Enhance **patio culture**
- F. Expand **live entertainment** opportunities
- G. Support liquor **manufacturers**

3 Ensure effective and efficient regulatory framework

- H. Enable **liquor retail in grocery stores**
- I. Formalize **restaurants that operate as bars**
- J. Streamline and **clarify procedures**

Context & Findings



Scope of Review

- **All policies, guidelines and operations related to the liquor policy framework**
- **Related but out of scope**
 - COV patio initiative
 - Other business licence policies (e.g. manufacturing)
 - Granville Entertainment District Refresh
 - Neighbourhood planning (e.g. Northeast False Creek)
 - Transportation

Current Liquor Policy Framework

Province & City Roles

- Liquor Licence
- Business Licence

Liquor Licence Types

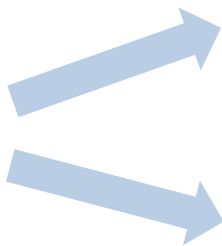
- Food Primary
- Liquor Primary
- Other Manufacturers

Liquor Stores

- Wine Store
- Liquor Retail Store

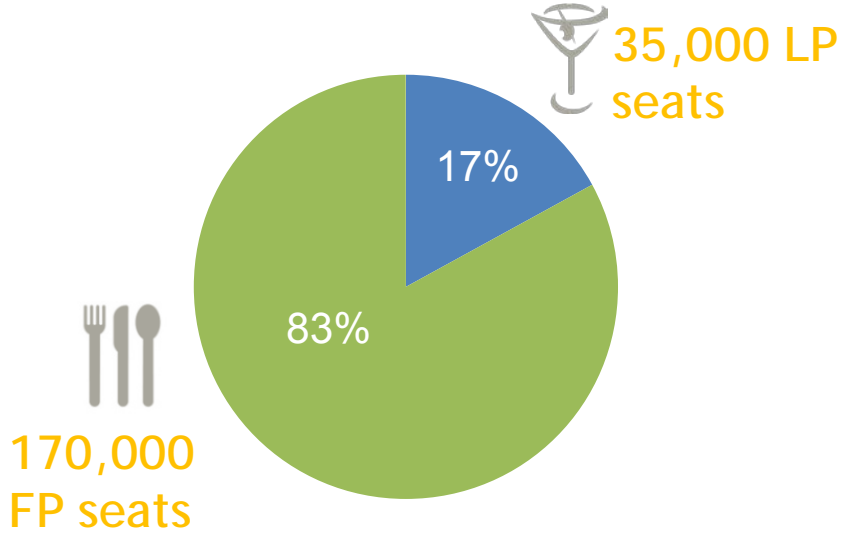
FPs & LPs

Vancouver has about
400,000
liquor seats in food and
liquor primaries



50% part-time
e.g. stadiums, banquet rooms

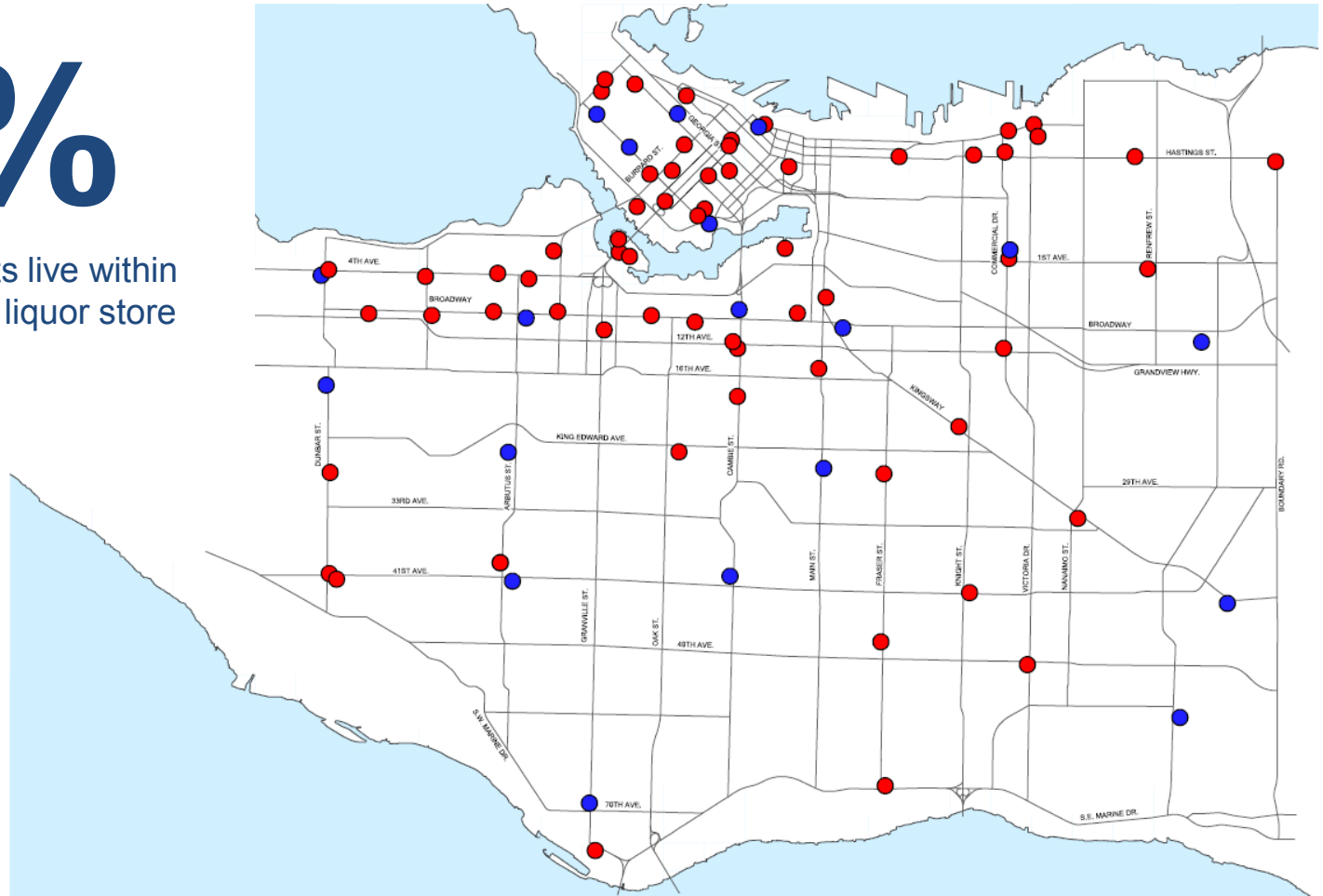
50% open daily
e.g. bars, restaurants



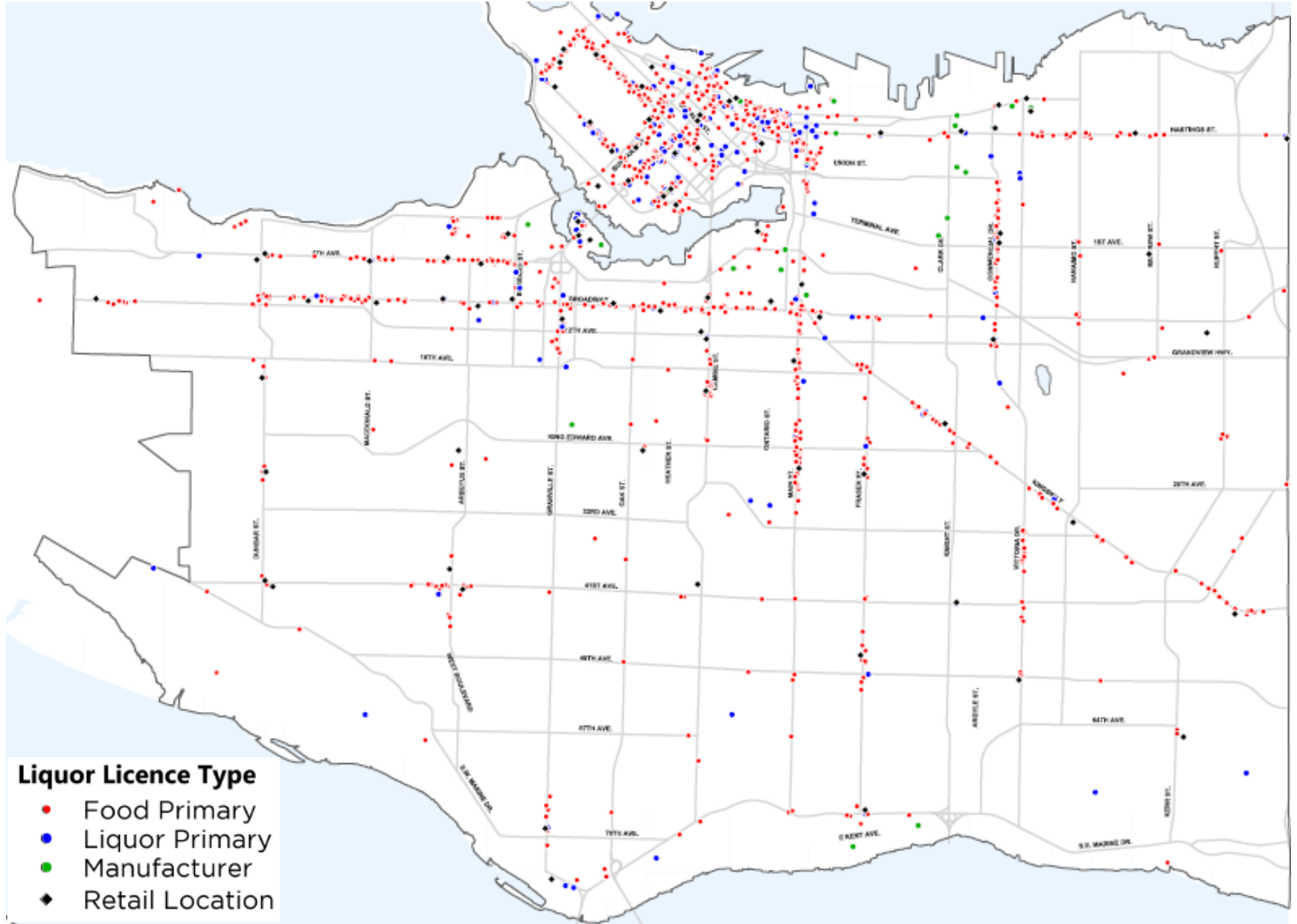
Access to Retail

93%

of Vancouver residents live within
a 15 minute walk of a liquor store



Overall Access



Public Feedback

Random Survey

1	Request that public transportation be in operation out of downtown until 30 minutes after bar closing
2	Provide public washrooms and urinals in the GED and Gastown
3	Allow art galleries to serve liquor
4	Require liquor establishments to include small sized drink servings
5 (tie)	Require bars to locate a minimum distance away from drug and alcohol addiction treatment facilities
5 (tie)	Allow wine sales in grocery stores

Non Random Survey

1	Request that public transportation be in operation out of downtown until 30 minutes after bar closing
2	Allow art galleries to serve liquor
3	Allow manufacturers' lounges to expand seating capacity during events
4	Display city liquor policies online
5	Allow liquor service until midnight at liquor manufacturers' lounges

Stakeholders:

Health/Educators

- Manage access to liquor
- Increase alcohol-free options
- Improve enforcement against problem places
- Improve public education
- Limit liquor advertising



Vancouver
School Board



University
of Victoria

Centre for Addictions
Research of BC

Stakeholders:

Industry & Business

- Allow/disallow retail wine in grocery stores
- Later LP hours
- Allow service in hair salons
- Increase LP occupancy load levels
- Lift moratoria in GED and DTES
- Reduce/simplify licence fees
- Increase enforcement against poor behaviour
- Make rules clearer and level the playing field



Key Findings

- Vancouver is well-served with retail and service options
- Generally positive public attitude toward liquor; feedback varies widely among stakeholder groups
- Local liquor policy can affect public good – both positively and negatively
- Heavy, but even moderate, liquor consumption results in harms to individuals and communities
- Greater availability and lower prices result in higher levels of liquor consumption
- Concentrations of liquor in GED and DTES likely correlated with problems

Key Recommendations



Recommendations

1 Protect health, safety and community liveability

- A. Maintain existing Downtown Eastside liquor policy direction
- B. Adjust Granville Street/Granville Entertainment District to reduce problems
- C. Expand general public health interventions

2 Foster creativity, community connection and local economy

- D. Allow liquor sales in select non-traditional business
- E. Enhance patio culture
- F. Expand live entertainment opportunities
- G. Support liquor manufacturers

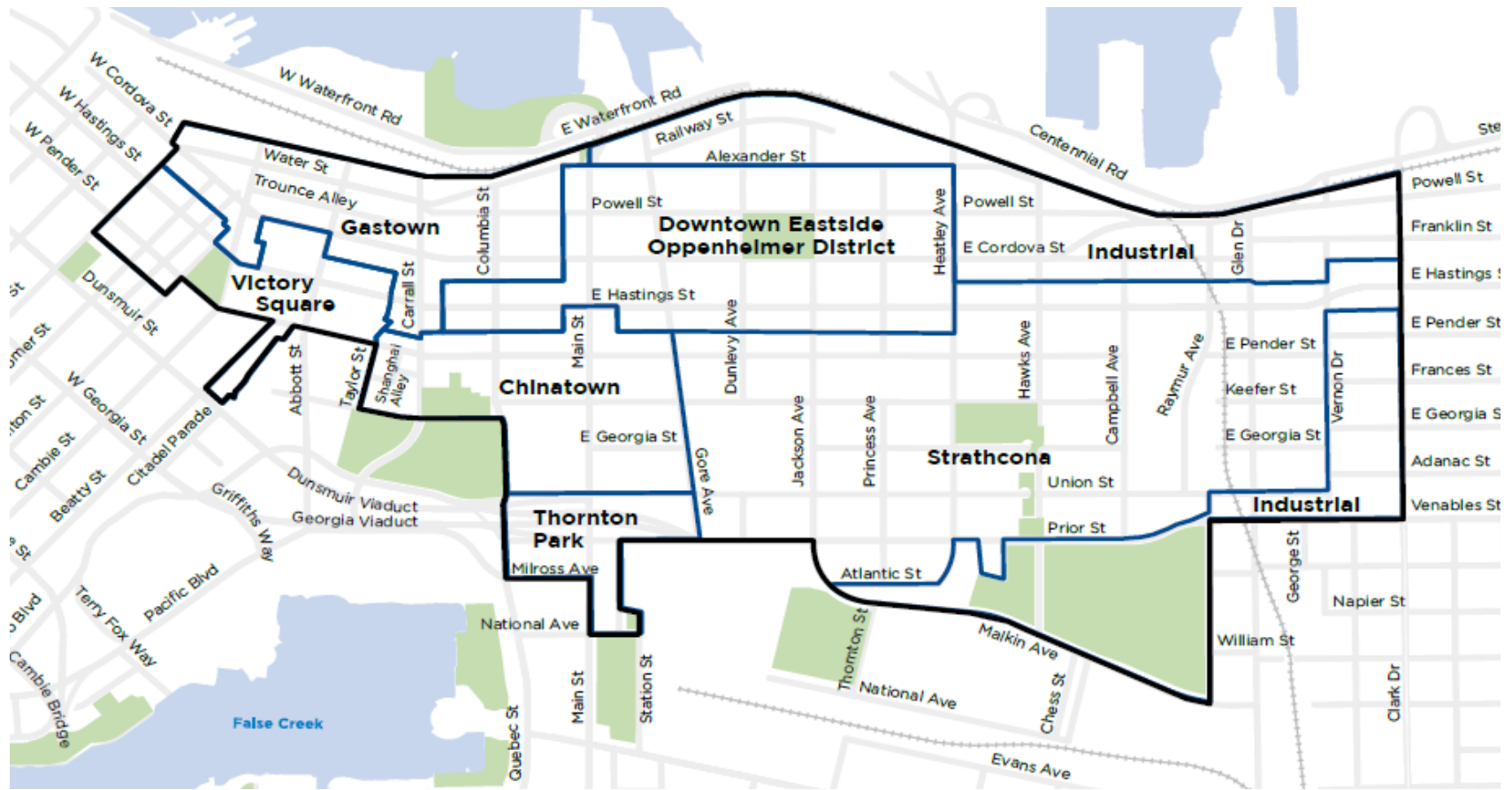
3 Ensure effective and efficient regulatory framework

- H. Enable liquor retail in grocery stores
- I. Formalize restaurants that operate as bars in evening hours
- J. Streamline and clarify procedures



Downtown Eastside

DTES Policy Scope

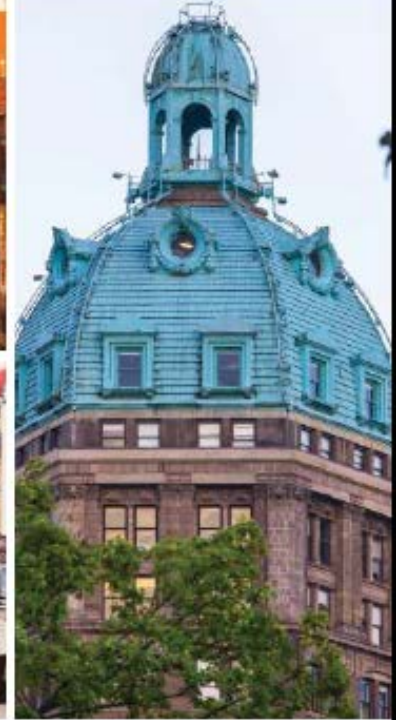


Opportunities

- Various initiatives underway:
 - Healthy Cities Strategy
 - Downtown Eastside Plan
 - Community Economic Development Strategy
 - Chinatown Revitalization
 - Railtown
 - Adjacent communities: Northeast False Creek, False Creek Flats

- Shared goal:

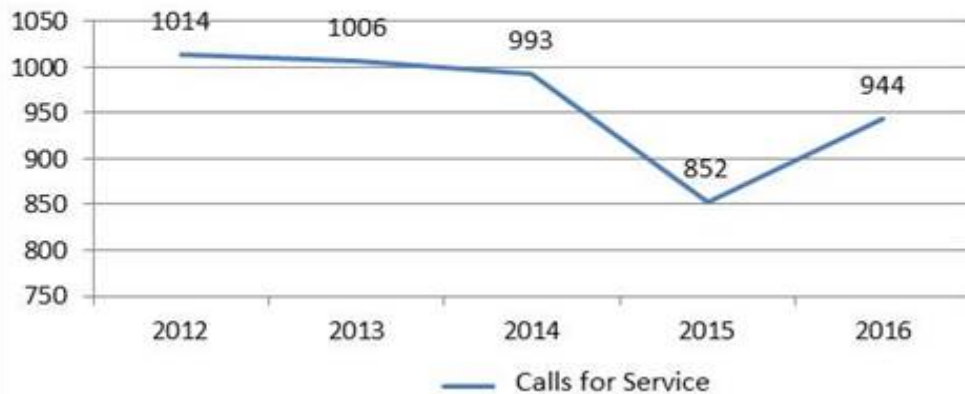
“To make the DTES a more liveable, safe and supportive place for all of its diverse residents...a healthy neighborhood for all.”



Challenges

- Lowest median income
- High vulnerabilities
- High concentration of LP seats
- Uptick in police incidents

**2012-2016 Gastown Calls for Service
Friday and Saturday Nights**



Liquor Policy Recommendations

1 Protect health, safety and community liveability

A. Maintain existing Downtown Eastside liquor policy direction

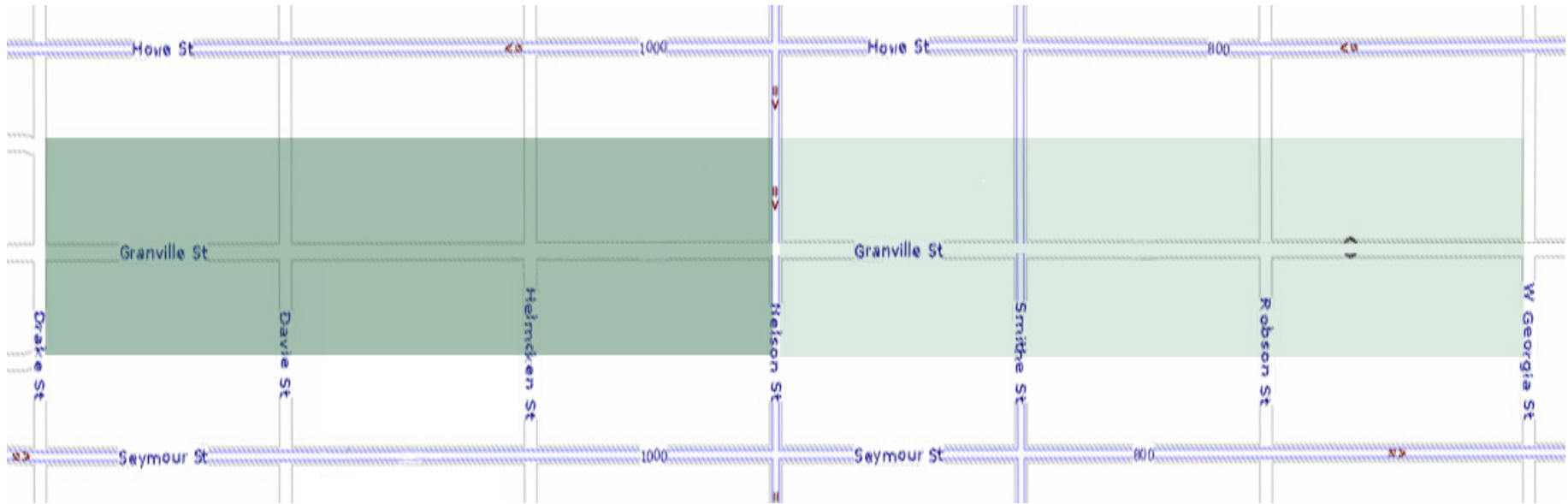
- 1 Retain the DTES moratorium on liquor primary (LP) licence and seat expansion with minor modifications as described in this report.

- 2 Amend the Liquor Store Guidelines such that:
 - No additional liquor stores are allowed in the DTES
 - Existing liquor stores may expand or relocate within the DTES
 - Relocation should not result in more than one store in Strathcona, and one in the combined sub-areas of Gastown, Victory Square, Industrial, Chinatown and Thornton Park.

Granville Entertainment District



GED Policy Scope



Opportunities

- Historic, vibrant character
- Cultural significance
- Commercial and retail scale
- Proximity to workers, residents, tourists
- Pedestrian connectivity
- Access to transit

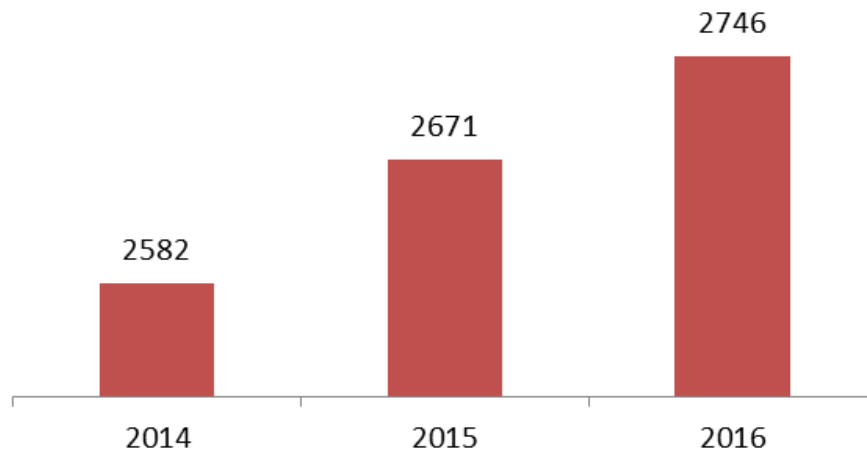


Challenges

- High concentration of LP seats
- Violence and police incidents increasing year over year
- Dedicated VPD 'Lima Squad'
 - \$1.1 million annual cost

All Calls for Service in GED

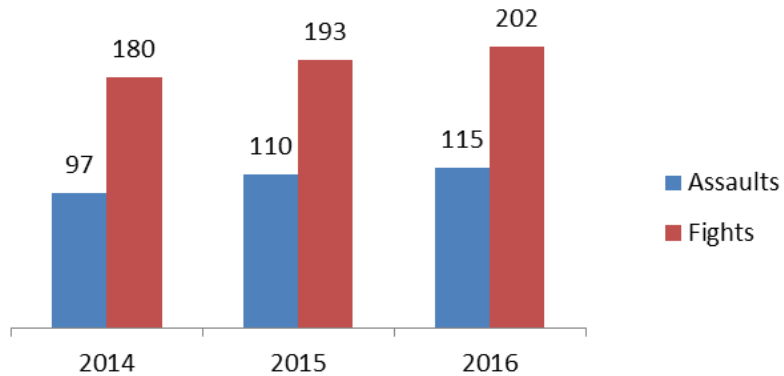
Friday & Saturday Night 6pm-6am



Challenges

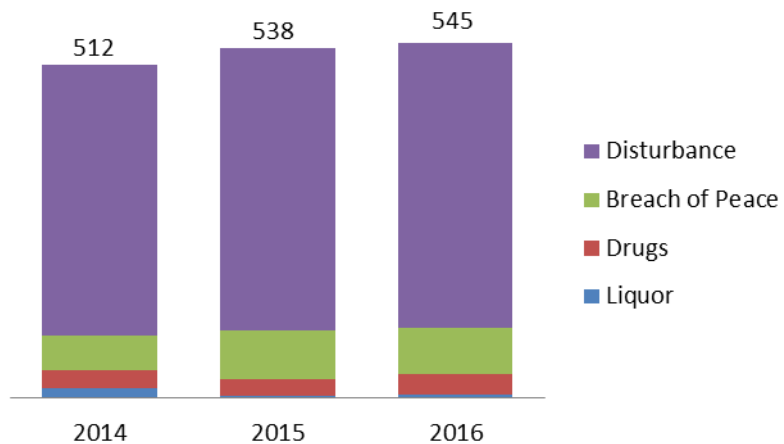
Fights and Assaults

Friday & Saturday Night 6pm-6am



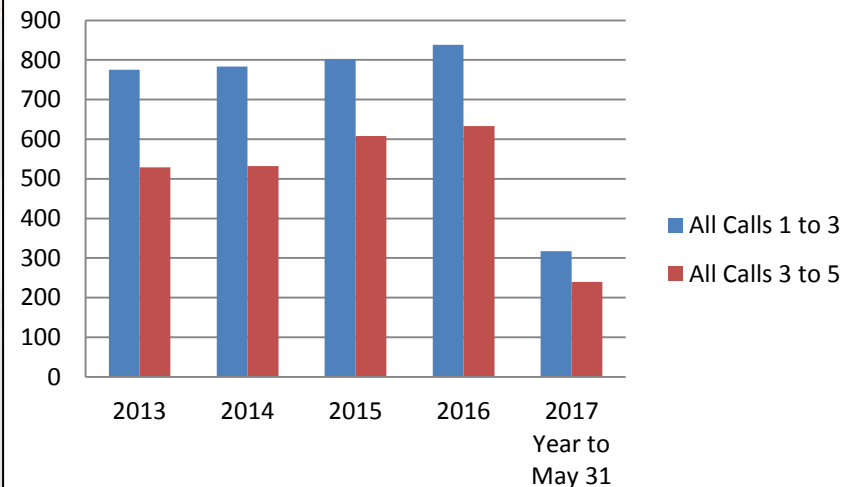
GED Disorder

Friday & Saturday Night 6pm-6am



GED Disorder

1-3am vs 3-5am



Vision

- Vibrant, diverse destination
- Reinvigorated cultural hub
 - Arts institutions
 - Neon district
 - Heritage design
- Inclusive shopping, dining, and entertainment
 - Revitalized retail and restaurants
 - Mix of day and night attractions
 - ‘Pop-up’ activities and other events
- Active, refreshed street design



Overall GED Recommendations

1. Coordinate across partnerships to achieve GED vision

- Coordinate CoV Granville-related activities through Steering Committee, including:
 - *Granville Refresh*, Spaces and Places, Viva! Vancouver
- Align and enhance CoV and partner engagement activities

2. Adjust Granville Entertainment District liquor policies to reduce current problems

- Implement CoV Liquor Policy recommendations
- Form Working Group with CoV, VPD, DVBIA, FP and LP owners, and others to:
 - Baseline current state
 - Track impacts from Liquor Policy recommendations
 - Generate and test additional ideas
 - Report back on progress and additional recommendations
- Coordinate actions with VPD's Crime and Safety Advisory Committee

Liquor Policy Recommendations

1 Protect health, safety and community liveability

B. Adjust Granville Entertainment District policies to reduce problems

- | | |
|---|---|
| 3 | Maintain the moratorium on liquor primary licences and seats from W. Georgia to Drake Street with limited exceptions for: <ul style="list-style-type: none">• Live performance venues |
| 4 | Do not support applications for patio liquor licences or seat relocations from inside to a patio |
| 5 | Disallow additional liquor stores on Granville Street and the immediately surrounding area |
| 6 | All clubs and bars in the GED provide updated Patron Management plans to the City |
| 7 | Increase enforcement and ticketing for non-management of patron queues. |
| 8 | Institute a “last entry” hour pilot program from July 1, 2017 to June 30, 2018 |

Culture | Community | Economy



Arts Organizations

- Opportunity to bolster local arts and culture
- Strong public support
- Aligns with Provincial liquor policy actions



Liquor Policy Recommendations

2 Foster creativity, community connection and local economy

D. Allow Liquor sales in select **non-traditional business**

18 Support liquor primary applications (to the Province) from arts and culture based establishments, whose primary activity is the provision, sale or exhibition of art and/or cultural artifacts.

Amend the Licence By-law to create the necessary liquor establishment licence in Vancouver.

Patio culture

- Support local businesses
- Strong public support
- Public realm vibrancy
- Attractive to tourists
- Council directive



Liquor Policy Recommendations

2 Foster creativity, community connection and local economy

E. Enhance patio culture

- 19** Remove the twenty percent limit on Liquor Primary patio seats, if a Good Neighbour Agreement is signed, neighbourhood liquor seat limitations can be met, and community impacts (e.g. noise) are managed.

Existing LP patios in the GED, and in the DTES will not be approved for increased patio seats.

-
- 20** Establish a guideline to exempt up to 12 additional seats on seasonal patios from the washroom provision standard in cases where the establishment provides a minimum of two washrooms.

Live Entertainment

- Opportunity to bolster local arts and culture
- Diverse stakeholder feedback
- Attractive to tourists
- Aligns with Provincial liquor policy actions



Liquor Policy Recommendations

2 Foster creativity, community connection and local economy

F. Expand live entertainment opportunities

- | | |
|----|---|
| 21 | Allow live entertainment in restaurants during all hours of liquor service. |
| 22 | Amend the Non-alcoholic Dance Hall Policy to allow this land use on zoning-compliant sites in the entire Downtown area. |

Local Manufacturing

- Opportunity to bolster local manufacturing
- Supports 'Maker' curb appeal
- Diverse stakeholder feedback
- Aligns with Provincial liquor policy actions



Liquor Policy Recommendations

2 Foster creativity, community connection and local economy

G. Support liquor manufacturers

- | | |
|----|---|
| 23 | Allow manufacturers' lounges in industrial districts to: <ul style="list-style-type: none">• Operate until midnight and establish these hours in the Business Premises Regulation of Hours By-law; and• Apply for extended hours for special occasions up to six times per year. |
| 24 | Allow manufacturers' lounges to expand their seating capacity during area-wide cultural events on an occasional basis. |
| 25 | Allow artisans' markets to host up to three manufacturers selling and sampling their products. |

Liquor in Groceries



Grocery Store Models

Wine on Shelves



PROs

- ✓ Added convenience
- ✓ Model exists outside Vancouver

CONs

- ↓ Easier access to minors and vulnerable populations
- ↓ Higher risk of theft and crime
- ↓ Competition with local wine and liquor stores

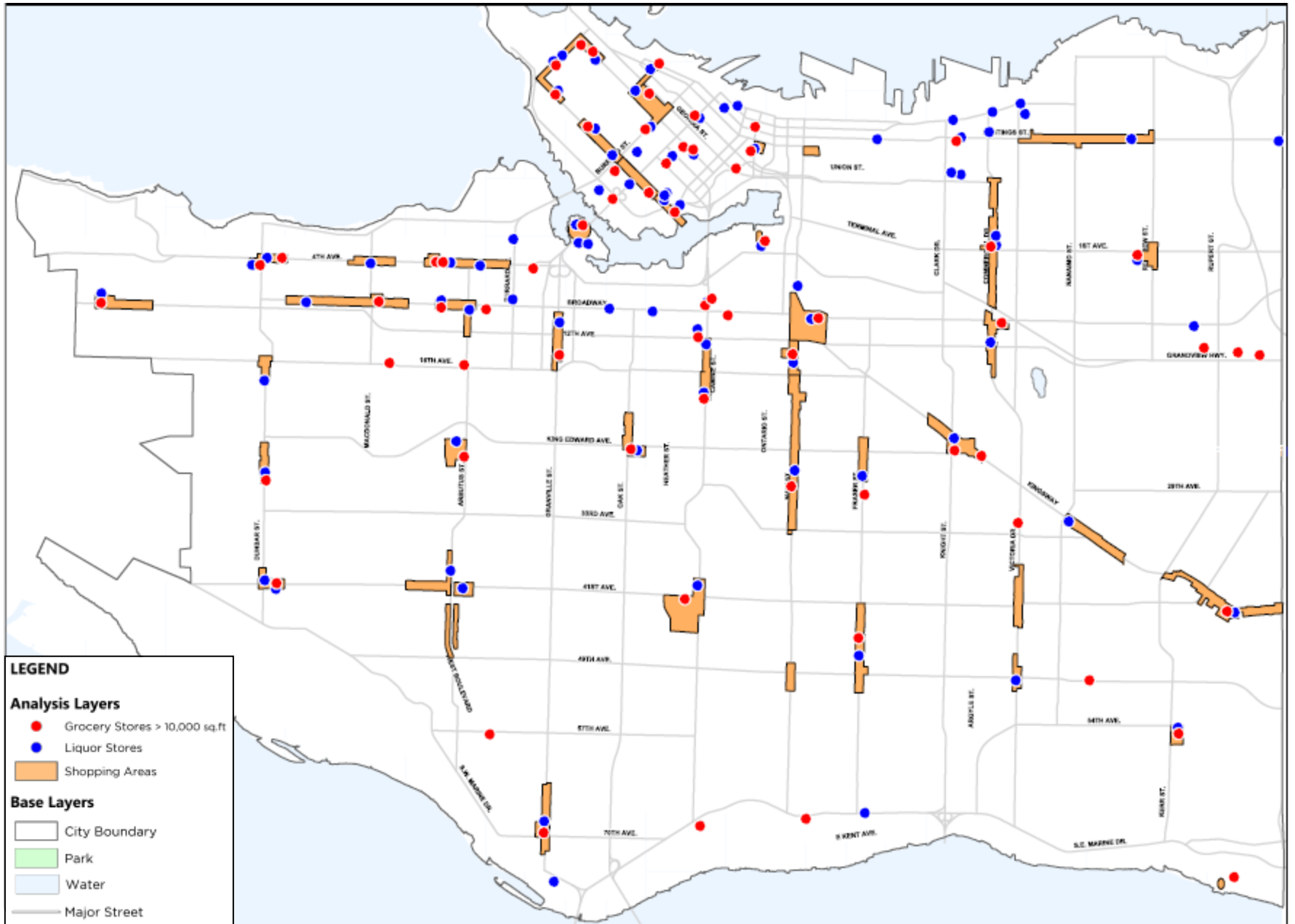
Store in a Store



- ✓ Added convenience
- ✓ Safer, controlled access, controlled advertising, separate till
- ✓ Supported by health and industry partners
- ✓ Enables partnerships with local stores

- ↓ Model does not exist in BC
- ↓ Large grocers prefer wine on shelves

Shopping Areas, Liquor stores, and Grocery stores over 10,000sq ft



Liquor Policy Recommendations

3 Ensure effective and efficient regulatory framework

H. Support liquor in grocery stores

26 | Allow grocery stores to operate the store-in-store model for liquor sales.

These stores will have to meet the City's current Liquor Store Guidelines and Provincial design specifications.

Summary and Next Steps



Balanced Approach

1

Protect health, safety and community liveability

2

Foster creativity, community connection and local economy

3

Ensure effective and efficient regulatory framework



Future Actions & Next Steps

- Additional areas for future consideration:
 - Manufacturers licence and fee
 - Modifications upon other new policies and programs (e.g. patio updates, new Local Shopping Areas, etc.)
- Next Steps
 - Upon Council approval:
 - Create implementation plan
 - Launch immediate actions, including
 - Partner engagement and communications
 - Increased enforcement
 - Provincial advocacy and coordination

Thank You



Liquor Policy Recommendations

1 Protect health, safety and community liveability

B. Adjust Granville Entertainment District policies to reduce problems

- 3 Amend the GED moratorium on conversion of Food Primary to Liquor Primary seats to include a moratorium on any additional liquor primary seats for Granville Street (W. Georgia to Drake Streets) with limited exceptions for:
 - Live performance venues
 - Seat relocations, and
 - Opportunities to find creative solutions for net seat reductions in the GED.
- 4 Applications for patio liquor licences or seat relocations from inside an to a patio should not be supported at LP establishments located on Granville Street between West Georgia and Drake streets until such time as the GED crime rates reduce and/or there is a diversification of establishments and patrons.
- 5 Amend the Liquor Store Guidelines to disallow additional liquor stores on Granville Street and the immediately surrounding area of the GED. Set the boundary to not within 150m of the Granville Street centreline, between W. Georgia and Drake streets.
- 6 Annually, all clubs and bars in the GED provide updated Patron Management plans to the City
- 7 Increase enforcement and ticketing at GED establishments for non-compliance of patron queues.
- 8 Institute a “last entry” hour pilot program from July 1, 2017 to June 30, 2018, requiring all GED LP establishments to restrict entry to new patrons within 1 hour of closing time.

Liquor Policy Recommendations

1 Protect health, safety and community liveability

C. Expand General Public Health Interventions

- | | |
|----|---|
| 9 | Amend the Licence By-law to require liquor serving establishments to display drink size and strength on their menu for all types of alcoholic drinks. |
| 10 | Encourage liquor serving establishments to offer standard sized drinks. |
| 11 | Encourage LPs to offer low strength drink options to patrons, and to provide free soft drinks to designated drivers. |
| 12 | In partnership with Vancouver Coastal Health, request the Provincial government establish and fund liquor-wise education with specific attention to under-aged drinking and binge drinking. |
| 13 | In partnership with Vancouver Coastal Health, seek opportunities to collaborate with and support partner organizations in on-going initiatives such as campaigns to encourage responsible public behaviour; and programs like the Vancouver School Board's School Age Children and Youth (SACY) Substance Use Health program. |
| 14 | Staff consider the benefits and impacts of restricting liquor advertising on city owned property and update policies accordingly |

Liquor Policy Recommendations

1 Protect health, safety and community liveability

C. Expand General Public Health Interventions

15	Request Vancouver Coastal Health examine opportunities to expand the availability of managed drinking programs targeted at harm reduction among chronic alcoholics who are illicit drinkers.
16	Increase inspection frequency by City Property Use Inspectors, which will include inspections during weekend and peak operating hours. .
17	Direct the Chief Licence Inspector to reconvene the multi-agency inspection teams; AND seek commitments from the Province to increase provincial liquor inspector resources.

Liquor Policy Recommendations

3 Ensure effective and efficient regulatory framework

I. Formalize Restaurants that Operate as Bars in Evening Hours

- | | |
|-----------|--|
| 27 | Support applications from existing Food Primaries (FP) to operate under Liquor Primary (LP) licences after 10:00 pm provided that they meet the City's existing procedural and policy standards for LP establishments, including current LP distancing criteria; EXCEPT Food Primaries in the DTES and GED, in alignment with moratorium on new LP's in those areas. |
| 28 | Support restaurants with an established track record of good business operation (no history of noise complaints) who obtain an evening hours liquor primary licence be allowed to apply for extended hours after three months. |

Liquor Policy Recommendations

3 Ensure effective and efficient regulatory framework

J. Streamline and Clarify Procedures

- | | |
|----|---|
| 29 | Shorten the probationary period for FPs to three months in cases where the operator has an established track record of adherence to by-laws and terms and conditions of their business licence. |
| 30 | Issue up to six approvals for LP hours extensions at one time, provided that the LP has a track record of problem-free operations and adherence to by-laws and terms and conditions of their business licence. The hours extensions requested must fall within the calendar year of the application.. |
| 31 | Amend the Licence By-law to give the Chief Licence Inspector authority to provide comment to the LCLB on applications for all liquor licence amendments. |
| 32 | Consolidate all liquor policies into a comprehensive, consistent and clear resource available online. Review and amend existing liquor policies to ensure that they are current and understandable by a broad audience of users |