

CITY OF VANCOUVER

POLICY REPORT LICENSING

Date: May 31, 2005
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Meeting Date: June 16, 2005

TO: Standing Committee on Planning and Environment

FROM: Chief License Inspector

SUBJECT: Hours of Liquor Service Policy: Amendments to Granville Street Area (1000 to 1300 blocks)

RECOMMENDATION

THAT Council not extend the Granville Street Entertainment District to include the 1000 to 1300 blocks of Granville Street;

GENERAL MANAGER'S COMMENTS

The General Manager of Community Services RECOMMENDS approval of the above.

COUNCIL POLICY

In June 1997, Council approved the Theatre Row Liquor Licensing Policy that established the Theatre Row Entertainment District on the 700 to 900 blocks of Granville Street. In addition, the 1000 block of Granville was designated as a transition area, and the 1100 and 1200 blocks as a local shopping focus for the surrounding community.

In November 2004, Council approved the Hours of Liquor Service Policy that established a new model for regulating hours of liquor service for Liquor Primary establishments, based on an area approach and incorporating a two-tiered licensing system and impact reduction measures.

PURPOSE & SUMMARY

The purpose of this report is to respond to Council’s request that staff report back on the implications of extending the Granville Street Entertainment District to the Granville Bridgehead, thereby incorporating the 1000 to 1300 blocks of Granville Street.

The newly adopted city-wide Hours of Liquor Service policy establishes three types of commercial areas, each with different hours of liquor service. The “primarily commercial” category, with the most liberal hours, includes the Granville Street Entertainment District (700 to 900 blocks of Granville Street) which has specific policy pertaining to entertainment uses and does not permit residential uses. The 1000 to 1300 blocks of Granville Street, zoned to permit residential uses and surrounded by high-density residential buildings, fall under the slightly more restrictive “primarily mixed-use” category.

This report recommends that the Entertainment District not be extended to include the 1000 to 1300 blocks of Granville Street. In addition to increasing hours of liquor service, extending the Entertainment District would result in an extension of other policies and regulations associated with the Entertainment District. Although this area currently appears to function as an extension of the adjacent Entertainment District, such changes would be contrary to City policy and long-term vision for the area, and would impact the existing residential community.

A significant number of low-income housing projects and Single Room Accommodations are situated directly on the 1000 to 1300 blocks of Granville Street, and current zoning provides the opportunity for further housing as underutilized sites are redeveloped. In addition, City policy establishes this area as a local shopping area for the Downtown South community, one of the fastest growing residential neighbourhoods in the city. As the residential development of the area continues to grow and mature and other initiatives, such as the Granville Street streetscape study, are implemented, it is likely that the commercial uses along Granville will also evolve.

BACKGROUND

Hours of Liquor Service Policy

On November 18, 2004 Council approved the Standard Hours of Liquor Service Policy and supported in principle the Extended Hours of Liquor Service Policy, for Liquor Primary establishments. This licensing model establishes three types of areas, based on factors such as existing policy, level of commercial intensity and mix of uses: “primarily commercial”, “primarily mixed-use” and “primarily residential” areas. It further establishes standard, extended and special events hours for each of the defined areas, as shown below in Table 1.

Table 1: Hours Permitted by Hours of Liquor Service Policy

Area Category	Standard	Extended	Special Events
Primarily Commercial	11am - 2am 7 days/wk	9am - 3 am 7 days/wk	9 am - 4 am 7 days/wk
Primarily Mixed-Use	11am - 2am weekends	9am - 3 am weekends	9am - 4 am weekends
	11am - 1am weekdays	9am - 2am weekdays	9am - 3am weekdays
Primarily Residential	11am - 1am weekends	9am - 2 am weekends	9am - 3 am weekends
	11am - 12am weekdays	9am - 12am weekdays	9am - 12am weekdays

“Primarily commercial” areas, which include the Granville Street Entertainment District and the core of the Central Business District, have little or no residential component, are identified through policy as an entertainment area, and incorporate a higher tolerance for noise and other impacts related to entertainment areas. Because of these qualities, the hours of liquor service in these areas are the least restrictive, allowing establishments to serve liquor up to 3 am seven days a week under extended hours.

In contrast, “primarily mixed-use” areas are comprised of a variety of land-uses, including residential uses, and are considered high activity zones. In the downtown, this includes Yaletown, Gastown, the West End commercial areas, and other commercially zoned areas outside the Central Business District core. Hours of liquor service in these areas are slightly more restrictive, requiring establishments to close one hour earlier on weekdays than those in “primarily commercial” areas.

Although “primarily residential” areas also permit a mix of uses, they tend to be quieter lower activity zones and have the most restrictive hours, with liquor service restricted to midnight on weekdays and 2 am on weekends. This category applies to the existing non-conforming Liquor Primary establishments in the Downtown South residential area.

The Hours of Liquor Service policy will be implemented subject to Provincial regulatory amendments and after staff reports back on impact reduction measures and a fee schedule.

Granville Street Entertainment District

The Theatre Row Liquor Licensing policy, adopted in 1997 as part of a strategy to revitalize Granville Street, established an Entertainment District and created new opportunities for additional liquor licensed venues between the 700 and 900 blocks of Granville Street. The policy also included a number of strategies:

- A *relocation strategy* to provide the opportunity for liquor licensed establishments to move from higher-impact areas, such as the new Downtown South residential areas, to the Entertainment District.
- A *distribution strategy* to establish a limit on the number of new licensed premises and seats on each block.
- A *land use strategy* to remove residential uses from the Entertainment District zoning and require new liquor licensed applications to provide public benefit.
- A *policing strategy* to improve safety and minimize noise and line-up impacts.

At present, there are seven existing Liquor Primary establishments with almost 2600 licensed seats located in the Granville Street Entertainment District. In addition, one establishment with approximately 200 seats and prior Council endorsement is currently going through the permitting process, and another 85 seat establishment has Provincial approval but has not yet gone through the City process (see Table 2).

Table 2: Granville Street Entertainment District Liquor Primary Establishments

Establishment Name	Seats	EXISTING Permanent Hours	CURRENT Interim Policy	APPROVED "Primarily Commercial" Hours
		Weekend Weekday	Weekend Weekday	Weekend Weekday
Lennox Pub 800 Granville St.	197	11 am - 1 am 11am - 12 am	11 am - 3 am 11am - 12 am	9 am - 3 am
Commodore Ballroom 868 Granville St.	900	7 pm - 2 am	7 pm - 3 am 7 pm - 2 am	9 am - 3 am
Plaza Cabaret 881 Granville St.	401	7 pm - 2 am	7 pm - 3 am 7 pm - 2 am	9 am - 3 am
Skybar 670 Smith St.	220	7 pm - 2 am	7 pm - 3 am 7 pm - 2 am	9 am - 3 am
	51	11 am - 1 am	11 am - 3 am 11 am - 1 am	9 am - 3 am
Tonic Bar 919 Granville St.	200	7 pm - 2 am	7 pm - 3 am 7 pm - 2 am	9 am - 3 am
Roxy Cabaret 932 Granville St.	275	7 pm - 2 am	7 pm - 3 am 7 pm - 2 am	9 am - 3 am
Caprice Nightclub 965 Granville St.	333	7 pm - 2 am	7 pm - 3 am 7 pm - 2 am	9 am - 3 am
	2577			
In Process				
870 Granville St.	85*			
952 Granville St.	200*			
	2862*			

*Approximate # of seats

1000 to 1300 Granville Street

To better accommodate the newly established Downtown South residential neighbourhood, the Theatre Row Liquor Licensing policy identified the 1100 and 1200 blocks of Granville Street as a future local shopping area, with the 1000 block serving as a transition area from the Entertainment District. This local shopping area was intended to support businesses such as grocery stores, pharmacies and banks, as well as residential uses including low-cost housing.

Table 3 shows that there are currently eleven Liquor Primary establishments with 2352 licensed seats located between the 1000 and 1300 blocks of Granville. Because of this concentration of bars and clubs, the area has tended to function, and be perceived, as an extension of the Entertainment District.

However, with one exception, the liquor licensed premises in the area have historically not had hours as late as those found in the Entertainment District. This is because most of these establishments are or were affiliated with hotel uses. As a result, under the previous Provincial regulations, as hotel "pubs" or "lounges", they had more restrictive hours than the cabarets of the Entertainment District. While the recent Provincial liquor licensing reforms have provided the opportunity for these establishments to operate similarly to cabarets with regard to hours of liquor service, the newly adopted City policy takes into account the surrounding community and other factors, and therefore requires more restrictive weekday hours for liquor service.

Table 3: Liquor Primary Establishments 1000 to 1300 Granville Street

Establishment Name & Address	Seats	EXISTING Permanent Hours	CURRENT Interim Policy	APPROVED "Primarily Mixed-Use" Hours	PROPOSED "Primarily Commercial" Hours
		Weekend Weekday	Weekend Weekday	Weekend Weekday	Weekend Weekday
Doolins Irish Pub 678 Nelson St.	220	11am - 1am	11am- 3am 11am - 1am	9am - 3am 9am - 2am	9am -3 am 7 days/wk
The Cellar 1006 Granville St.	234	12pm - 2am	12pm - 3am 12pm - 2am	9am - 3am 9am - 2am	9am -3 am 7 days/wk
The Royal 1029 Granville St.	238	11am - 1am	11am - 3am 11am - 1am	9am - 3am 9am - 2am	9am -3 am 7 days/wk
Stone Temple 1082 Granville St.	185	7pm - 2am	7pm - 3am 7pm - 2am	9am - 3am 9am - 2am	9am -3 am 7 days/wk
Chateau Granville 1100 Granville St.	92	11am - 1am	11am - 3am 11am - 1am	9am - 3am 9am - 2am	9am -3 am 7 days/wk
Buffalo Club 1161 Granville St.	240	9am - 11pm	9am - 3am 9am - 11pm	9am - 3am 9am - 2am	9am -3 am 7 days/wk
Crush 1180 Granville St.	286	11am - 1am	11am - 3am 11am - 1am	9am - 3am 9am - 2am	9am -3 am 7 days/wk
Ginger 62 1219 Granville St.	325	11am - 1am	11am - 3am 11am - 1am	9am - 3am 9am - 2am	9am -3 am 7 days/wk
Morrissey Irish House 1227 Granville St.	70	11:30am-1:30am	11:30am - 3am 11:30am-1:30am	9am - 3am 9am - 2am	9am -3 am 7 days/wk
Yale Hotel 1300 Granville St.	225	11:30am-1:30am	11:30am -3am 1:30am-1:30am	9am - 3am 9am - 2am	9am -3 am 7 days/wk
Cecil Hotel 1336 Granville St.	237	11am - 1am	11am - 3am 11am - 1am	9am - 3am 9am - 2am	9am -3 am 7 days/wk
	2352				

DISCUSSION

On November 18, 2004 Council directed staff to report back on the implications of extending the Entertainment District to the Granville Bridgehead. In considering this, a number of factors were reviewed:

- What impact would extending the policies associated with the Granville Street Entertainment District have on the 1000 to 1300 blocks of Granville?
- Is such a change supported by the community?
- Are there are other considerations that impact this decision?

Impact of Extending Entertainment District Policy

Extending the Granville Street Entertainment District to the Bridgehead would reclassify the area as "primarily commercial" and extend the hours of liquor service. In addition, by extending the policies and regulations associated with the Entertainment District, other land-use impacts would occur. Each of these is discussed in more detail below.

Category Reclassification

Under the Hours of Liquor Service policy, the 1000 to 1300 blocks of Granville Street are classified as "primarily mixed-use", while the adjacent Entertainment District (700 to 900 blocks Granville) falls under the "primarily commercial" category. A key criterion in differentiating between them is level of residential uses present.

Unlike the Entertainment District where residential uses are excluded, the zoning for the 1000 to 1300 blocks of Granville Street permits residential uses and policy encourages the retention and replacement of low-income housing. This area presently includes four non-market housing projects with 284 units and 543 units of Single Room Accommodation (Table 4).

Table 4: Residential Uses 1000-1300 Granville Street

Non-Market Housing	Address	Units
Old Continental	1390 Granville St.	107
Candela Place	1267 Granville St.	63
Helmcken House	1090 Granville St.	32
Granville Residence	1261 Granville St.	82
Total		284
SRA Units	Address	Units
Regal Hotel	1046 Granville St.	83
Vogue Hotel	1060 Granville St.	79
Hotel Clifton	1125 Granville St.	74
St Helen's Hotel	1161 Granville St.	93
Ambassador Hotel	1212 Granville St.	42
Granville Hotel	1261 Granville St.	52
Yale Hotel	1300 Granville St.	44
Cecil Hotel	1336 Granville St.	76
Total		543

The Hours of Liquor Service policy also takes adjacent uses into account. This portion of Granville Street is surrounded by high-density residential developments. The Downtown South residential area has approximately 10,300 residential units that are either completed or are currently under construction with a current population of approximately 12,000 residents.

Figure 1 shows Downtown South and Granville Street, including the location of Liquor Primary uses and residential buildings with associated units.

Despite the presence of a large number of liquor licensed establishments, staff feel that the area in question does not meet the criteria for reclassification to “primarily commercial” and that the existing area designation of “primarily mixed-use” appropriately reflects the significant amount of low-income housing found along Granville Street and the adjacent high-density residential uses.

Land-Use Impacts

1. Residential Uses

When the 700 to 900 blocks of Granville Street were designated as an Entertainment District, to confirm the area as an entertainment precinct, housing was removed as a permitted use. If the Entertainment District is extended, area policies and regulations regarding residential uses in the 1000 to 1300 blocks would need to be revisited. This has implications not only for existing residential uses but also for the future development of the underutilized sites along this portion of Granville Street.

2. Liquor Primary Uses

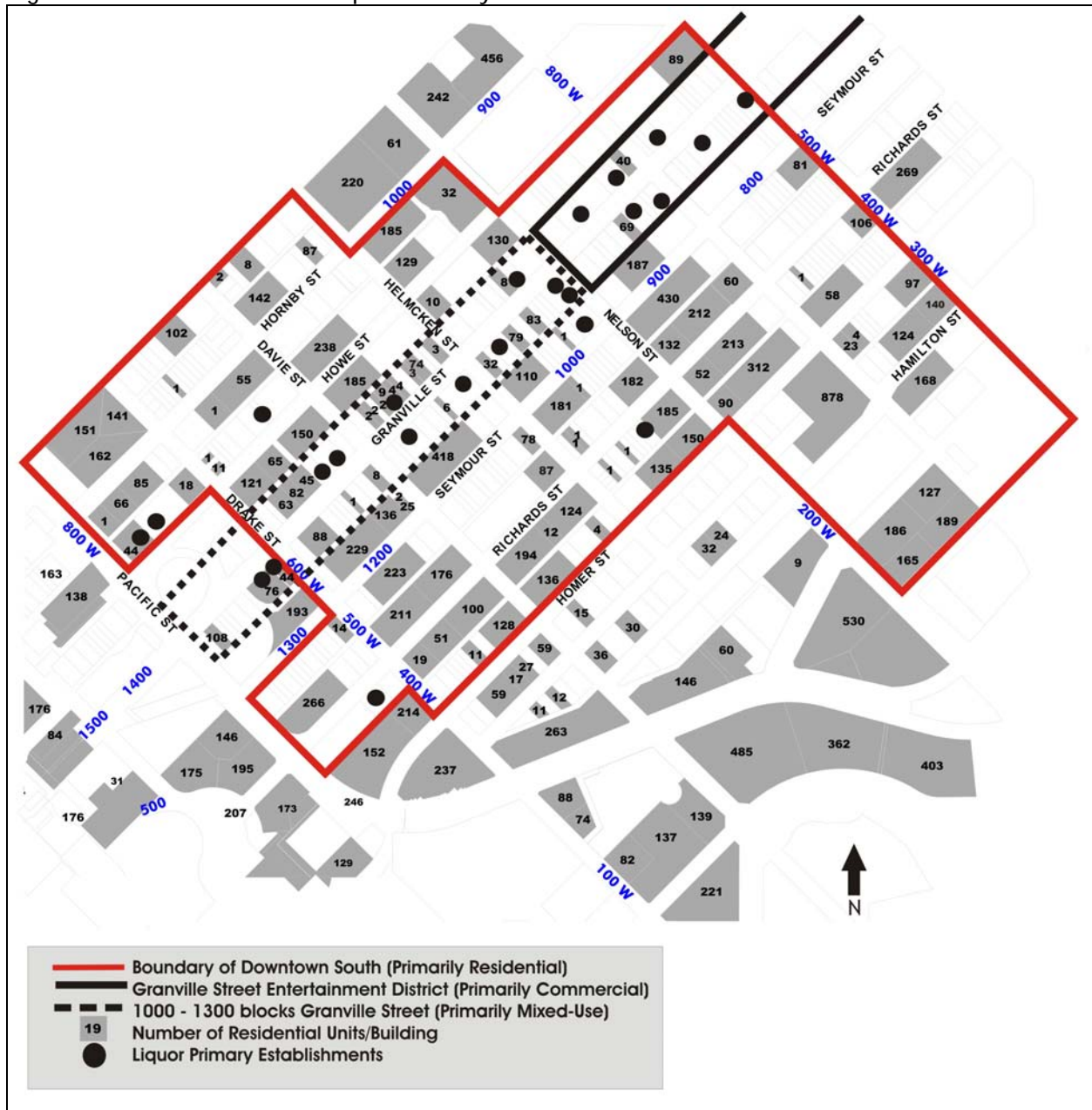
At present, while Liquor Primary establishments are a permitted use in the 1000 to 1300 blocks of Granville Street, City policy requires that there be an associated public benefit such

as social housing or heritage retention. If the Entertainment District is extended, policy decisions will be required as to whether additional establishments will be permitted to locate in this area, and if so, appropriate size and distribution would need to be assessed.

3. Other Commercial Uses

Extending the Entertainment District may compromise the vision outlined in existing policy for the emergence of a local shopping area. Encouraging more Liquor Primary uses, as well as permitting other uses associated with the Entertainment District such as arcades, may ultimately result in the development of a different land-use dynamic in the area.

Figure 1: Downtown South: Liquor Primary Establishments and Residential Units



The land-use changes associated with the Entertainment District are contrary to the current vision for the area which supports housing and the emergence of a local shopping area. However, if Council wishes to further consider the option of extending the Entertainment District and revisions to the land use in this area, Council could request the Director of Planning to report back on the cost and schedule of a more detailed review.

Community Consultation

Hours of Liquor Service Policy

Initial consultation was undertaken during the city-wide Hours of Liquor Service Policy Review between February and June 2004, with various forms of public outreach including a series of open houses in the downtown area. In general, it was found that public opinion on later hours tended to be divided, with the greatest concerns being voiced by nearby residents due to late night noise and other disruptive behaviour, particularly as celebrants return to their vehicles after closing time. In addition, residents tended to support later hours of liquor service on weekends, than weekdays.

Amendment to Hours of Liquor Service Policy

Further public consultation was undertaken in March and April 2005 in response to Council's request for staff to review the recommended hours of liquor service for the 1000 to 1100 blocks of Granville Street. Over 8700 information letters and surveys were distributed to adjacent businesses and residents, and an open house meeting was attended by approximately 40 people.

In response to the mail-out and open house, staff received 166 responses, of which approximately 30% were in favour and 64% were opposed, to extending the Entertainment District and the hours of liquor service along the 1000 to 1300 blocks of Granville Street.

Table 5: Survey Results & Submissions in Response to Mail-Out & Open House

(a) Support	(b) Non-Support	(c) Support Later Hours Only	Uncertain
50	106	5	5
30%	64%	3%	3%

(a) Support both extension of Entertainment District and revised hours of liquor service.

(b) Non-support of both extension of Entertainment District and revised hours of liquor service.

(c) Non-support of extension of Entertainment District; support revised hours of liquor service

The key arguments in support of the later weekday hours included:

- The same hours along Granville Street will guarantee fair competition for all businesses.
- The Entertainment District is currently too concentrated. Extending it will spread patrons over a five block area rather than the current two block district.
- Longer hours may prevent migration to the existing Entertainment District post closing time, and thereby reduce some of the associated issues.
- Extending the Entertainment District will improve the area.
- As a world class city, the downtown needs a larger Entertainment District.

The key concerns with extending the Entertainment District and hours of liquor service on weekdays included:

- Negative impact on Granville Street residents.
- Benefits do not outweigh the costs. This will further extend the negative impacts including noise, disorderly conduct and vandalism.
- Not consistent with the long-term plans and may prevent better usage of the area. Granville needs to evolve to meet the needs of its neighbours.
- The weekday hours are sufficient.
- Extended late night noise is disruptive to sleep and many people need to get up early in the morning.
- Later hours of liquor consumption does not make Vancouver a world class city.

Other Factors

Extended Hours for Special Events

This area would have an opportunity for later hours of liquor service through the Special Events Extension provided for under the Hours of Liquor Service policy. In “primarily mixed-use” areas such as the 1000 to 1300 blocks of Granville Street, special events hours would permit hours of liquor service up to 4 am on weekends, and up to 3 am on weekdays.

The companion report *Hours of Liquor Service Policy: Amendments to Davie Village including the Odyssey at 1251 Howe Street* recommends the following events to be eligible for potential special events hours:

- Nights preceding statutory holidays: Easter Friday, Easter Monday, Victoria Day, Canada Day, BC Day, Labour Day, Thanksgiving Day, Remembrance Day, Christmas Day, Boxing Day, and New Year’s Day.
- City Festival nights, at the discretion of the Chief License Inspector, including the following: Vancouver International Jazz Festival and Vancouver Pride Festival.
- Additional special events nights, not exceeding 12 per annum. These may include local festivals, charity events or other events, to be approved at the discretion of the Chief License Inspector.

Staff anticipates that only a nominal fee would be required for these extensions. However, recommendations for all fees associated with the Hours of Liquor Service policy will be provided in the report for Business License fees for 2006.

Future Development Plans

Downtown South is an area that is still under transition. The vision for this community was approved almost 15 years ago, and since that time the area has developed into a high-density residential neighbourhood. Under-utilized building sites in the area will likely be redeveloped in the near future, providing the area with the potential for a further 20 residential towers, as well as additional low-rise buildings along Granville Street.

Other current City projects will also impact this part of Granville Street. A new urban design and streetscape concept for Granville Street between the Granville bridgehead and Waterfront Station is currently under review. This re-design, which is intended to create a great street with a more vibrant commercial and entertainment district, will further change the character and add to the appeal of this part of Granville Street. In addition, the possible

future reconfiguration of the Granville Bridge ramps will not only add further residential sites on the 1300 block of Granville, but will also dramatically alter the landscape by improving accessibility to the waterfront and the adjacent neighbourhood.

STAFF COMMENTS

The recommendations in this report are supported by the Planning Department, the Housing Centre and the Vancouver Police Department.

The Director of Social Planning strongly supports the recommendation not to extend the Granville Street Entertainment District. Protecting the well-being of local residents is an important part of a balanced liquor policy. In this case, the low income residents living on Granville would be especially affected.

To ensure that future planning regarding Entertainment Districts can proceed on an informed basis, the Director of Social Planning suggests that it is important to understand the causes of the existing problems on Theatre Row, and to successfully test mitigation measures.

CONCLUSION

In this report, staff recommend that the Granville Street Entertainment District not be extended to include the Granville Bridgehead (1000 to 1300 blocks of Granville Street). Extending Granville Street Entertainment District and associated policies would have implications not only for weekday hours of liquor service, but would also impact distribution and concentration of licensed seats, existing land uses and future development potential in the area.

The extension would be contrary to existing policy which has designated this portion of Granville Street as the local shopping area for the adjacent high-density Downtown South residential area and has identified it as an area appropriate for residential uses, including non-market housing and Single Room Accommodations. Further, this part of Granville Street is an area in transition: future development plans for the area include a redesign of the street, improved linkages to the waterfront, plus the potential for more than 20 towers and numerous low-rises on currently under-utilized sites. In addition to the land use implications, staff have concerns with recommending changes that would provide later weekday hours of liquor service. There is a significant residential component on and adjacent to this portion of Granville Street, that would be negatively impacted.

Recognizing these factors, staff recommend that the Entertainment District not be extended to include the 1000 to 1300 blocks of Granville Street. If Council wishes to pursue the option of extending the Entertainment District, a more detailed land-use review is suggested.

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