



City of Richmond

Report to Committee

To: Community Safety Committee **Date:** March 19, 2025
From: Mark Corrado **File:** 12-8275-30-001/2025-
Director, Community Bylaws and Licencing Vol 01
Re: Extending Liquor Licenced Premises Operating Hours

Staff Recommendation

That the report titled "Extending Liquor Licenced Premises Operating Hours" dated March 19, 2025, from the Director, Community Bylaws & Licencing, be received for information.

Mark Corrado
Director, Community Bylaws and Licencing
(604-204-8673)

Att. 2

REPORT CONCURRENCE		
ROUTED TO:	CONCURRENCE	CONCURRENCE OF GENERAL MANAGER
Fire Rescue	<input checked="" type="checkbox"/>	
RCMP	<input checked="" type="checkbox"/>	
Development Applications	<input checked="" type="checkbox"/>	
Policy Planning	<input checked="" type="checkbox"/>	
SENIOR STAFF REPORT REVIEW	INITIALS: 	APPROVED BY CAO

Staff Report**Origin**

At the Community Safety Committee meeting held on June 11, 2024, staff received the following referral:

“That staff explore how a pilot project could be run for licenced premises to extend operating hours and report back with comparison data.”

This report supports Council’s Strategic Plan 2022-2026 Focus Area #3 A Safe and Prepared Community:

Community safety and preparedness through effective planning, strategic partnerships and proactive programs.

Analysis**BC LCRB Liquor Establishment Data**

According to data derived from the BC Liquor Cannabis Regulation Branch (LCRB), the Provincial agency that oversees all liquor licences and retail sale of liquor, there are 10,100 total liquor licences in BC as shown in Table 1 below. The largest liquor licence type is a Food Primary with (6076), which includes restaurants, bistros, cafes and other businesses primarily serving food. The second largest type is a Liquor Primary (1823), which includes bars, pubs, and nightclubs as well, stadiums, theatres, and aircraft and Liquor Primary Club (267), which includes membership only based establishments such as golf courses.

Table 1: BC Liquor Licences

Licence Type	Count
Food Primary	6076
Licensee Retail Store	681
Liquor Primary	1823
Liquor Primary Club	267
Manufacturer	842
Rural Retail Store	223
Ubrew and Uvin	99
Wine Store	49
Catering	40
Total	10100

An analysis of the top 10 municipalities with the most liquor licences, shown in Table 2 below, reveals that the City of Vancouver has the largest share of provincial liquor licence serving establishments including: 20.9% of food primaries (1267); 14.3% of Liquor Primaries (261) and 14.3% of Liquor Primary Clubs (31).

Notably, the City of Richmond has the third highest number of liquor licences in BC with: 5.3% of Food Primaries (327); 3.1% of Liquor Primaries (57); and 2.2% of Liquor Primary Clubs (6). Despite only having 33.6% of the population of the City of Surrey, the City has 36 more Food Primaries, 3 more Liquor Primaries and 2 more Liquor Primary Clubs than Surrey. On a per capita basis, the City has one liquor licence serving establishment per 602 people, which is third behind the City of Victoria (204) and the City of Vancouver at (470).

Table 2: 10 Highest Number of Liquor Licence - Top 10 BC Municipalities

Municipalities	Food Primary	% of BC	Liquor Primary	% of BC	Liquor Primary Club	% of BC
VANCOUVER	1267	20.9%	261	14.3%	31	11.6%
VICTORIA	375	6.2%	105	5.8%	13	4.9%
RICHMOND	327	5.4%	57	3.1%	6	2.2%
SURREY	291	4.8%	54	3.0%	4	1.5%
KELOWNA	232	3.8%	82	4.5%	5	1.9%
BURNABY	231	3.8%	26	1.4%	4	1.5%
NORTH VANCOUVER	164	2.7%	18	1.0%	8	3.0%
LANGLEY	157	2.6%	20	1.1%	-	0.0%
COQUITLAM	130	2.1%	20	1.1%	2	0.7%
Total	3174	52%	643	35%	73	27%

Liquor Primary Establishments with Liquor Service Past 2:00AM

Amongst the combined 2090 Liquor Primary and Liquor Primary Club licences in BC, only 6% (126) allow for liquor service past 2:00 AM. A number of these late night licences 52% (66) restrict post 2:00 AM liquor service to weekends only. Moreover, 71% (89) are concentrated in the City of Vancouver within two site specific zones in the Granville Entertainment District and Gastown.

Outside of Vancouver, the following municipalities allow for serving of alcohol past 2:00 AM: Chilliwack (Luxe Nightclub), Burnaby (Grand Villa Casino & Personas Grand Villa), West Vancouver (Cineplex Cinemas Park Royal) and Richmond (YVR). In the City of Richmond, the four liquor licenced establishments operating past 2:00 AM are located at YVR Airport within the outbound customs security zone.¹

City Licenced Establishments and Law Enforcement Data

RCMP Data

Staff conducted an analysis of the police records for all food primaries and liquor primaries and clubs in Richmond from January 1, 2023 through to August 31, 2024. The dataset included 767 individual records, which were validated as founded police general occurrences (GO) and excludes all calls that were cancelled in Computer-aided Dispatch (CAD) system or proven to be unfounded upon arrival/investigation by police. A summary of the results of this analysis is shown below in Table 3.

¹ In 2005, Council chose to decline to comment on a Liquor Primary application on the security side of YVR following a staff report from the Manager of Customer Services, titled "Liquor Licence Amendments – Plaza Premium Lounge, Stateside Bar & Grill, Vancouver International Airport. For the report please follow this link https://citycouncil.richmond.ca/_shared/assets/090605_item1211862.pdf

Table 3: RCMP Founded Occurrences in Liquor Establishment

Licence Type	# Establishments	# Founded GOs	Average
Food Primary	321	376	1.2
Liquor Primary	58	390	6.7
Liquor Primary Club	6	1	0.2
Total	385	767	8.1

Food Primaries in the study group averaged 1.2 police GOs per establishment. Out of a total of 321 food primaries only 5% (17) had 5 or more founded police GOs. Liquor Primary Clubs averaged less than one police GO (0.2%). In contrast, Liquor Primaries averaged 6.7 police GOs per establishment and 19% had 5 or more founded GOs (11). In short, Liquor Primaries were at a statistically higher probability than Food Primaries to have multiple founded police GOs.

LCRB Enforcement Files

The BC Liquor Cannabis Regulation Branch is the lead regulatory and enforcement agency for all liquor establishment throughout the Province. The LCRB has an enforcement team that conducts periodic inspections of liquor establishments in Richmond and often conducts joint-inspections with the RCMP as well as the City's Business Licence Inspectors. Table 4 below comprises over a year's data of major enforcement files investigated by the LCRB.

Table 4: LCRB Major Enforcement Files September 2023 to September 2024

Licence Type	# Establishments	# LCRB Enforcement	Percentage
Food Primary	321	14	4.3%
Liquor Primary	58	5	8.6%
Liquor Primary Club	6	0	0.0%
Total	385	19	4.9%

As noted in the Table above, more LCRB enforcement files occurred in Food Primaries (14) than Liquor Primaries (5). However, on a per capita basis Liquor Primaries (8.6%) had double the amount of enforcement files than Food Primaries (4.3%).

Bylaw Municipal Ticket Information

The Business Licence inspection team conducts random late night inspections on Liquor Primary, Food Primary and Karaoke establishments operating until 2:00 AM. Table 5 below provides a breakdown of the Municipal Ticket Information Authorization Bylaw violations issued.

Table 5: Bylaw MTI 2023-2024

Licence Type	# Establishments	# LCRB Enforcement
Food Primary	321	2
Liquor Primary	58	9
Liquor Primary Club	6	0
Total	385	12

As shown in Table 5 above a total of 11 Municipal Ticket Information tickets totalling \$10,000 were issued from 2023 to 2024 in liquor establishments in the City. Liquor Primaries received the highest number of MTIs (9) and all were for smoking violations. Food primaries received fewer smoking related MTIs (2) despite a larger overall number of establishments.

Based on the above analysis of enforcement data from police, LCRB and City sources as well as the qualitative feedback from law enforcement and health officials, it is not recommended that further changes be made to the existing City Bylaws and Council policies to enable extended liquor service past 2:00 AM.

Liquor Primary Entertainment District Model of Liquor Service until 3:00 AM

Municipalities such as Vancouver, who allow late night liquor service until 3:00 AM, seven days a week, have largely restricted this service model to entertainment district zoning. In Vancouver, these entertainment districts are typically zoned Primary Commercial and include Granville Entertainment District (GED) and the core of the Central Business District. These zones have almost no residential housing and have higher noise decibel maximums. It should be noted that Vancouver has recently expanded this late night service to Chinatown, Gastown, Industrial, Thornton Park, and Victory Square areas to align with the hours permitted in primary commercial areas. Moreover, Vancouver is considering further reducing late night liquor service restrictions for example, on food primaries, within the above zones.² No evidence could be found that other municipalities in the Province, who were considering expanding late night liquor service to Food Primaries.

Within the study group staff found very few examples of primarily residential zoned areas that permitted late night liquor service largely due to noise and social impact concerns as well as restrictions. The only exceptions were in Vancouver where existing legal non-conforming Liquor Primary establishments can be found mostly in the South Downtown Core. In short, the vast majority of mixed and primarily residential zones restricted liquor service to midnight on weekdays and 2 am on weekends.

Richmond Bridgeport Village Entertainment District

In the City of Richmond a similar location to the Vancouver's GED or Central Business District can be found in the Bridgeport Village sub-area of the City Centre. A map of Bridgeport Village and other City Centre Sub-Areas can be found on attachment 1 and 2. The City Centre Area Plan (CCAP), adopted on September 14, 2009, labels the Bridgeport Village a 24/7 entertainment & arts precinct, and location best suited for a 3:00 AM liquor service area.

² <https://vancouver.ca/news-calendar/share-your-thoughts-changes-to-liquor-serving-hours-feb-2025.aspx>
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Bridgeport Village, is also included in the Aircraft Noise Sensitive Development Policy restricts, which noise sensitive uses such as housing. In effect, it is doubtful that liquor primary related noise would rise above the ambient or baseline noise in the area. Lastly, Bridgeport Village is also zoned, in large part, for Industrial and Commercial uses.

Richmond Pilot Project

As noted above the Bridgeport Village Sub Area would be the most feasible area to allow late night liquor service. Similar to Vancouver, the hours of operation would be until 3:00 AM and seven days a week. Given the relative distance away from residential, Bridgeport Village Sub Area would likely have fewer noise and social impact issues than other areas within the City Centre area.

Nonetheless, licencing extended liquor service to the Bridgeport Village Entertainment District would lead to considerably more regulatory and enforcement burden on existing City, RCMP and LCRB resources. Concerns regarding the relaxation of regulations of liquor service in Vancouver were noted by Vancouver Police Department:

“Our experience has shown that we need to proceed with caution when increasing the availability and access to alcohol in entertainment areas and where large crowds congregate. Vancouver is an entertainment focal point for Metro Vancouver and people from all parts of the region are drawn particularly to the GED. This requires the VPD to increase resources devoted to crowd management and public safety. This was observed when hours were extended for liquor primary establishments and policing activities were increased as a direct result.”³

In addition, it is likely that there would be concerns expressed by local health authorities as was the case in Vancouver where Vancouver Coastal Health Authority’s Dr. Mark Lysyshyn, Deputy Chief Medical Health Officer, wrote in opposition of increasing hours of sale for liquor service:

“More recently in 2020, a systematic review revealed that extending hours of sale at on-premises liquor establishments also led to an increase in alcohol-related harm, including unintentional injuries, assaults, and drink driving offenses. xxvii Conversely, restricting the hours of sale at licensed establishments is known to reduce rates of alcohol-related harm, indicating that the relationship of serving hour policies works both ways in managing alcohol-related consequences. xxviii Studies have shown that restricting evening sales is more effective in reducing alcohol consumption than restricting morning sales.

Given the above community health and safety impact concerns it is likely that a new liquor licence type and fee structure would be required for late night service in an Entertainment District model. Moreover, a comprehensive review and impact analysis on existing law enforcement service levels would be recommended.

If this model of extending hours were to be supported by Council, an amendment to the zoning bylaw may be required. Further, the Business Licence Bylaw No. 7360, would require to be amended to introduce a fourth category of Assembly Use Group 4 (A4) and charge appropriate

³ <https://council.vancouver.ca/20231213/documents/cfsc1.pdf>
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increased fees to help offset any additional fees to cover inspection costs. In addition, all applicants seeking an extension of liquor service hours to 3:00AM would still require an LCRB approval and consideration by Council.

For extended hour locations, the City of Vancouver charges almost three times the licence fees charged for regular service hour locations. Our current fee structure would be reviewed and increased by a quantified percentage to cover this new category. In addition, the City of Richmond's Policy 9400 would require amendments as it currently restricts service hours for liquor service to 2:00 AM.

Of note for Council consideration, if Council chose to cancel the late night liquor service pilot project, it would then be the responsibility of the City to enforce the conditions of a 2:00AM liquor service hour. In effect, the LCRB would not rescind the previously issued 3:00 AM Liquor Primary licence. City Staff and the RCMP would have to enforce a 2:00AM liquor service rule under new City Bylaws rather than being able to rely on provincial legislation and the LCRB's regulatory regime.

Financial Impact

No financial Impact

Conclusion

The above report is recommended to be received for information. Based on the above quantitative and qualitative analysis derived from a blend of municipal and provincial open source as well as closed source (law enforcement only) datasets no changes to existing liquor service hours are recommended.



Mark Corrado
Director, Community Bylaws and Licencing
(604-204-8673)

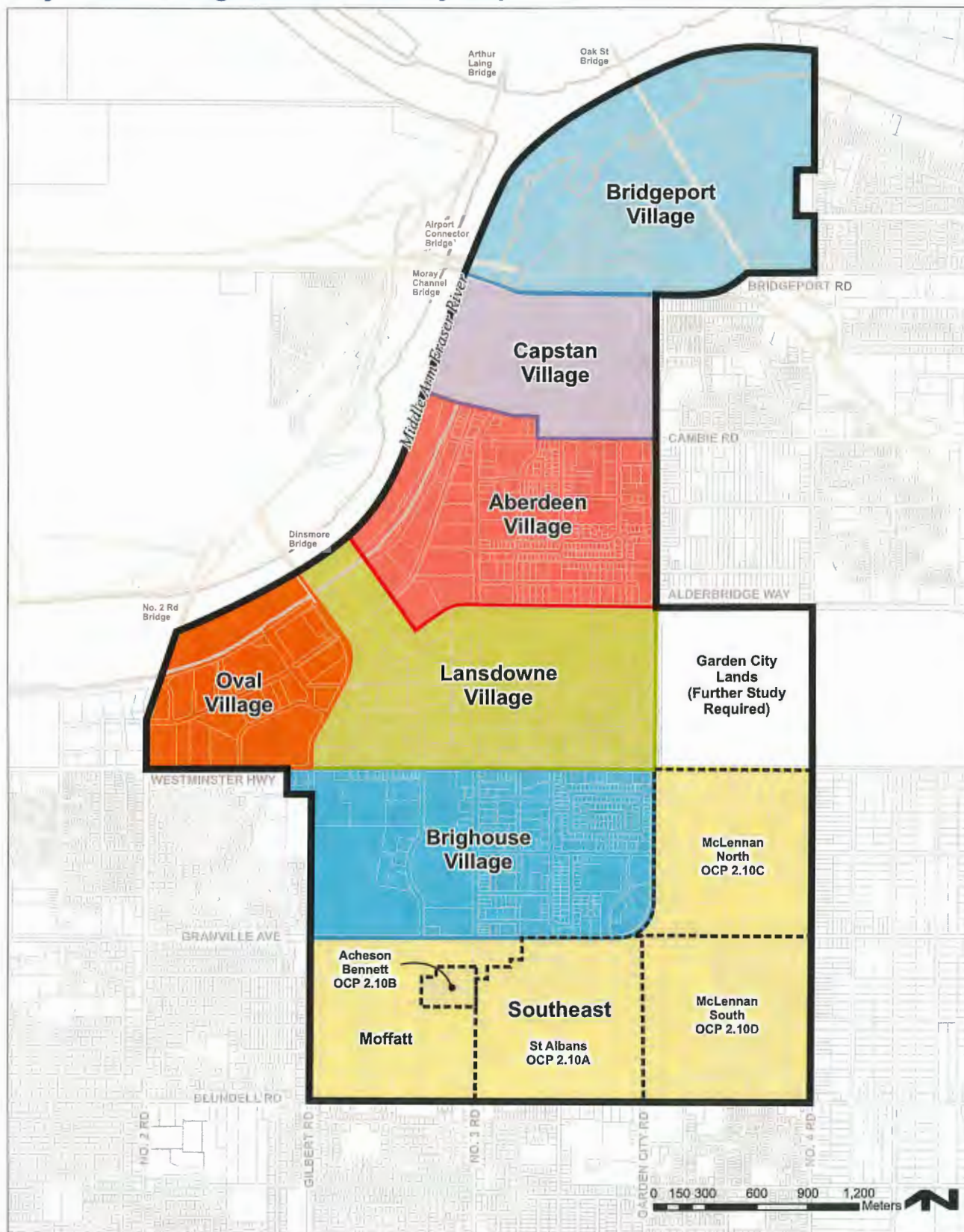


Victor M. Duarte
Supervisor, Business Licencing
(604-276-4389)

MC:vmd

Att. 1: City Centre Village & Sub Area Key Map
Att. 2: Bridgeport Village Sub Area Map

City Centre Village & Sub-Area Key Map



City of Richmond

2.4.1(a) Richmond Arts District (RAD)

An “arts district” is a proposed contiguous geographically defined area of a city where a high concentration of public and private arts, culture and heritage uses, facilities and activities are situated and serve to achieve the following objectives:

- act as an “anchor” for the day-to-day life of the local community;
- provide a unique reflection of the local environment, community, history and cultures;
- enhance public access to and understanding of the arts;
- support the arts, artists and arts organizations;
- provide a catalyst for tourism, economic development, diversification and revitalization, and the attraction and retention of well-educated employees.

Challenges/Opportunities

Arts districts tend to spring up in declining inner-city, industrial areas that attract artists with their large spaces, low rents, edgy urban environments and lack of “sensitive” neighbours. The City Centre has little of this type of space and much of what it does have is already earmarked for redevelopment.

What Richmond and its City Centre do have however, is a rich arts and cultural community, enhanced regional access via the soon-to-be completed Canada Line transit system, the Richmond Oval, plans to revitalize the waterfront and the opportunity to showcase Richmond’s art scene on the world stage via the 2010 Olympic and Paralympic Winter Games.

Richmond Arts District (RAD) Map

Bylaw 8841
2013/02/12

