TORONTO

REPORT FOR ACTION

Alcohol in Parks Pilot Program

Date: June 23, 2023

To: Economic and Community Development Committee **From:** General Manager, Parks, Forestry and Recreation

Wards: All

SUMMARY

In response to Council direction (<u>2023.DM6.5</u>), this report proposes an approach, including necessary by-law amendments, to allow responsible personal consumption of alcohol in Toronto parks on a pilot program basis from August to October 2023.

The pilot program design is based on public health guidance, public safety, operational considerations, and experiences from Canadian jurisdictions that recently implemented pilot programs. Information from Toronto Public Health is provided on the harm reduction, treatment and education programs available. The pilot will be evaluated to assess the impacts to park visitors and the surrounding community. The report recommends that staff report on the evaluation results in Q1 2024.

The parks proposed for inclusion in this pilot were arrived at in three steps. First, staff led a data-driven, technical review and generated a list of parks meeting all or most of the technical selection criteria. Next, staff reviewed the list for each City ward to short-list the most suitable pilot parks from an operational perspective. Lastly, staff met with interested councillors, to discuss the pilot and park options in their wards, leveraging councillors' local knowledge of park amenities and uses. All parks proposed for inclusion in the pilot program have been confirmed by the local councillor.

RECOMMENDATIONS

The General Manager of Parks, Forestry and Recreation recommends that:

1. City Council approve a time-limited Alcohol in Parks pilot program, as outlined in Attachment 1 to this report, from August 2, 2023 to October 9, 2023, in the following sites:

Park Name, Ward

- Eglinton Park, Ward 8 Eglinton-Lawrence
- Earlscourt, Ward 9 Davenport
- Dufferin Grove Park, Ward 9 Davenport
- Campbell Avenue Playground and Park, Ward 9 Davenport
- Dovercourt Park, Ward 9 Davenport
- Roundhouse Park, Ward 10 Spadina-Fort York
- Trinity Bellwoods Park, Ward 10 Spadina-Fort York
- Christie Pits Park, Ward 11 University-Rosedale
- Queen's Park (110 Wellesley St W), Ward 11 University-Rosedale
- Sir Winston Churchill Park, Ward 12 Toronto-St. Paul's
- Corktown Common, Ward 13 Toronto Centre
- Greenwood Park, Ward 14 Toronto-Danforth
- Riverdale Park East, Ward 14 Toronto-Danforth
- Withrow Park, Ward 14 Toronto-Danforth
- Monarch Park, Ward 14 Toronto-Danforth
- Skymark Park, Ward 17 Don Valley North
- Lee Lifeson Art Park, Ward 18 Willowdale
- East Toronto Athletic Field, Ward 19 Beaches-East York
- Milliken Park, Ward 23 Scarborough North
- Neilson Park Scarborough, Ward 25 Scarborough-Rouge Park
- 2. City Council amend Toronto Municipal Code, Chapter 608, Parks, as detailed in Attachment 2, subject to such stylistic or minor substantive changes as are deemed necessary or appropriate by the City Solicitor, to allow the time-limited pilot program described in Attachment 1 to be implemented in specified parks.
- 3. City Council direct the General Manager of Parks, Forestry and Recreation to report to the Economic and Community Development Committee on the evaluation results of the pilot in Q1 2024.

FINANCIAL IMPACT

There are no financial impacts resulting from the adoption of the recommendations in this report. Resources to implement the proposed pilot program will be accommodated within the existing budgets. Costs associated with any program change after the evaluation of the pilot would be addressed through future budget processes.

The Chief Financial Officer and Treasurer has reviewed this report and agrees with the financial implications as identified in the Financial Impact section.

DECISION HISTORY

At its meeting on May 10, 2023, City Council directed the General Manager, Parks, Forestry and Recreation to: (1) consult interested councillors on hosting a pilot park in their ward and, (2) consult the Executive Director, Municipal Licensing and Standards, the City Solicitor and the Medical Officer of Health, to report to the July 6, 2023 meeting of the Economic and Community Development Committee with a recommended approach, including required by-law amendments, for a pilot from August 5, 2023 to October 9, 2023 that is informed by experiences of Canadian jurisdictions and considers public health, public safety, enforcement, operations and cost; (3) consult the Medical Officer of Health and report on harm reduction, treatment or education programs that should be in place prior to the approval and implementation of any pilot location; and (4) provide councillors with a list of parks most suited to be in the pilot in each ward. https://secure.toronto.ca/council/agenda-item.do?item=2023.DM6.5

At its meeting on May 11, 2022, City Council directed the General Manager, Parks, Forestry and Recreation, in consultation with Executive Director, Municipal Licensing and Standards, the City Solicitor and the Medical Officer of Health, to report to the Economic and Community Development Committee early in the second quarter of 2023 with options, including necessary by-law amendments, to allow alcohol consumption in City of Toronto parks, based on the results of community and stakeholder consultations, safety considerations, the Toronto Drug Strategy and lessons learned from other Canadian jurisdictions.

https://secure.toronto.ca/council/agenda-item.do?item=2022.MM43.5

At its meeting on April 27, 2021, Economic and Community Development Committee referred the letter (April 12, 2021) from Councillor Josh Matlow to the General Manager, Parks, Forestry and Recreation, the Executive Director, Municipal Licensing and Standards and the City Solicitor, in consultation with the Medical Officer of Health, requesting a pilot project to allow the consumption of alcohol in public parks and beaches.

https://secure.toronto.ca/council/agenda-item.do?item=2021.EC21.15

COMMENTS

In response to City Council direction (2023.DM6.5), the General Manager, Parks, Forestry and Recreation (PFR) has collaborated with the Executive Director, Municipal Licencing and Standards (MLS), the Medical Officer of Health and the City Solicitor, to propose an approach, including necessary by-law amendments, for allowing responsible personal consumption of alcohol in Toronto parks on a pilot program basis, running from August 2, 2023 to October 9, 2023.

To design the pilot program an interdivisional staff working group was established, bringing expertise in municipal law, by-law enforcement, public health, parks operations, aquatic safety, policy development, data analytics, program evaluation, and public communications. Solid Waste Management Services, Customer Experience / 311 Toronto (CX/311), Toronto Fire Services, Toronto Paramedic Services, Corporate

Security and Toronto Police Service have also been engaged to review operational considerations during the pilot.

Further, as directed by City Council, staff have consulted Toronto councillors on their interest in hosting a pilot in their wards and have worked with interested councillors to confirm an appropriate pilot park or parks in their respective wards.

This report summarizes the research and analysis that have informed the pilot and outlines the implementation of the pilot program and next steps. This report is organized as follows:

- 1. Research and Analysis
- 2. Proposed Pilot Program for Toronto
- 3. Implementation
- 4. Next Steps

1. Research and Analysis

Research and analysis have been conducted to understand the issue and inform the recommendations in this report, including:

- Review of the current legal, administrative and public policy context to clarify the City's role and responsibilities in relation to the removal of restrictions on alcohol consumption in parks.
- Review of the research related to the health impacts of alcohol consumption in parks and harm reduction approaches to reduce the social and health effects of alcohol. This review has informed the public health guidance for the pilot and ensures alignment with other public health strategies and interventions, including the Toronto Drug Strategy.
- Jurisdictional review of recently implemented 'alcohol in parks' pilots in Canadian cities.
- Public opinion research with a representative sample of Torontonians to understand residents' perspectives on the issue.
- Data-driven, technical review of the City's 1,500+ parks using proposed selection criteria, to generate a short-list of parks, and assessment of short-listed parks from operational perspectives.

Legal and Administrative Context

Consuming alcohol in public places is governed by both Provincial legislation and the City of Toronto Municipal Code.

Provincially, the Ontario *Liquor Licence and Control Act* governs where alcohol can be sold, served and consumed. For example, the *Act* prohibits persons from supplying, providing, or selling liquor to those who are underage. Provincial legislation also does not allow persons to be intoxicated in public spaces, such as parks.

In 2019, the *Liquor Licence and Control Act* was amended to give municipal councils the opportunity to change their by-laws to designate a public place, including parks, for personal alcohol consumption.

Section 8 of the *City of Toronto Municipal Code Chapter 608, Parks ("Chapter 608")* governs alcohol consumption in parks. Chapter 608 prohibits possessing open liquor in a Toronto park, and consuming, selling or serving liquor in a park without a permit.

A City of Toronto Special Event Permit and a Special Occasion Permit (or Catering Endorsement) from the Alcohol and Gaming Commission of Ontario are both required to sell, serve and/or consume alcohol in parks. Event organizers are required to follow operating procedures outlined in the City of Toronto Municipal Alcohol Policy to encourage and support responsible drinking. Alcohol consumption is also allowed in the licenced outdoor areas of restaurants that are permitted to operate in parks.

A time-limited pilot program, would require an amendment to Chapter 608 to grant an exemption from the prohibitions, and to include the names of parks and any restrictions. All other elements of the Chapter 608 would remain in effect. Moreover, the *Liquor Licence and Control Act*, which includes provisions related to public intoxication and underage drinking, would also continue to remain in effect.

The necessary by-law amendments to implement the proposed pilot are provided in Attachment 2.

Public Health Considerations

In April 2023, the Board of Health requested that the Medical Officer of Health continue to develop the comprehensive Mental Health and Addictions Strategy. This includes the refreshed Toronto Drug Strategy. It is expected that the Strategy will include targeted actions and recommendations to address the population health and social impacts of alcohol use. This new Strategy will be presented to the Board of Health in the fall of 2023.

Alcohol is the most commonly used psychoactive substance in Canada. Most adults drink alcohol in moderation, and for them, alcohol is not a problem. However, for some people, alcohol can present harm to themselves or others, including injuries and chronic diseases. Alcohol consumption remains a leading risk factor for violence, injury, suicide, poisoning, alcoholic liver disease, cancer, heart disease, and fetal alcohol spectrum disorder. Canada's Guidance on Alcohol and Health includes recently updated recommendations for alcohol consumption. The overall message is that there are risks associated with all levels of alcohol consumption and it is beneficial for everyone who drinks to consider drinking less. Evidence shows that increasing the accessibility of alcohol, including number of places to buy, consume, or receive alcohol can lead to an increase in population-level harms.

Toronto Public Health (TPH) employs a harm reduction approach to all drugs, including alcohol. This includes a recognition that people can and do consume alcohol in moderation. In considering the matter of alcohol use in Toronto parks, TPH has identified opportunities to apply a harm reduction approach, including the following:

- limiting the number of parks where alcohol is allowed and starting with a pilot
- providing information about safe alcohol use and supports, including the maintenance of prohibitions on drinking for individuals under 19
- considering how to provide access to drinking water and washrooms
- prohibiting alcohol near areas with a high risk of death or injury (e.g. beaches and cliffs)
- choosing parks near public transportation
- limiting alcohol for personal consumption only
- evaluating acute health impacts of pilot (e.g. emergency rooms visits related to alcohol)
- sharing resources about safer drinking

For harm reduction, TPH will support the development of public health messaging for public communications, including messaging on park signage, and directing park users to existing resources on safer drinking tips and available harm reduction and health services. This also presents an opportunity to provide education on the harms associated with alcohol consumption and available resources and supports.

Toronto Public Health recognizes that some individuals experience problematic substance use. There are a number of programs across Toronto for individuals who need and are interested in accessing treatment services, including rapid access addiction medicine (RAAM) clinics and residential programs. Information on available services can be found at Toronto Central Health and ConnexOntario, which provides information on mental health and addiction services across Ontario, including Toronto.

Public Opinion on Alcohol in Parks

In order to understand public opinion on allowing alcohol consumption in City parks, the research firm, The Strategic Counsel, was commissioned in early 2023 to conduct a panel survey of 800 respondents representing a cross section of Torontonians by age and gender. The survey results are provided in Attachment 3.

Key findings from the public opinion survey include:

- Support: Many respondents (44 per cent) support a change to allow responsible consumption of alcohol in Toronto parks. However, a third (34 per cent) expressed some degree of opposition, with a core group (17 per cent) that is strongly opposed. One-in-five respondents (21 per cent) neither support nor oppose.
- Potential benefits: More than half (52 per cent) of respondents said that allowing alcohol consumption in parks would provide new spaces to socialize and gather.
 Over one-quarter (29 per cent) said there would be no benefit to allowing alcohol in parks.
- Concerns: The top cited concerns with allowing alcohol in parks were the potential for: disruptive behaviour (70 per cent), increased litter (61 per cent), public urination (60 per cent), and underage drinking (59 per cent). Half of respondents said that drinking and driving (53 per cent) and excess noise (50 per cent) are a concern.

 Impact on visits to parks: Half (51 per cent) said that their frequency of visiting parks would not change. Almost a third (30 per cent) respondents said they would visit Toronto parks less often should alcohol consumption be allowed there.

A post-pilot survey is planned as part of the pilot program evaluation to understand if there is any change in public opinion on alcohol in Toronto parks.

Experience of Other Canadian Cities: Pilot Programs

As directed by City Council, staff reviewed several Canadian jurisdictions to understand municipal approaches to piloting alcohol use in parks. The jurisdictional review is provided in Attachment 4. In addition, staff met with representatives from Calgary, Edmonton, and Vancouver to understand their approaches to implementing alcohol in parks pilot programs.

All of the larger Canadian municipalities that have recently allowed drinking in parks started with a time-limited, pilot approach involving a small number of parks or a small number of designated drinking zones within a park or parks. The pilot program approach enabled cities to manage risk by learning from a short-term, small scale initiative, prior to making any permanent decisions about alcohol use in parks. None of the cities conducted formal public consultations before launching their pilot; however, most pilot programs were monitored and evaluated using public surveys, observations from onsite staff, and data from sources such as 311 complaints and first responders. None of the cities evaluated the potential impact of their short-term pilot programs on population health outcomes.

Overall, pilot programs were found to be successful by the home municipalities. The pilots achieved public acceptance and generated minimal compliance issues (especially after the initial launch period), minimal impacts on operations and no increased reports of emergencies, despite significant worries and concerns expressed in advance of the pilots. Most of the cities that started with a small pilot program expanded the pilot in the second year and/or transitioned to a permanent program. In many cases, the permanent approach has fewer restrictions, and includes more parks or larger areas within participating parks, than during the pilot. For example, in April 2023, the Vancouver Park Board approved a permanent program for Vancouver, with 47 parks (an increase from 22 parks in the pilot) with year-round access.

Pilot programs shared several design features including:

- Guiding principles (e.g. public health, safety, park activation and community enjoyment, park cleanliness, etc.).
- Pilots were time-limited.
- Drinking was not allowed in sensitive use areas (e.g. children's areas, swimming beaches).
- Park selection was based on consistent criteria and local knowledge of park uses.
- Consideration of required services and amenities: washrooms; drinking water; transit; recycling/solid waste pick up; high visibility; emergency response access.
- Signage and web content (e.g. positive messaging, public health content, 'have your say' surveys).

Lessons shared by experienced pilot cities included the importance of delivering effective public communications about where drinking is/is not allowed and expectations for responsible and respectful behavior. Pilot cities also recommended simple, easy-to-understand rules and restrictions to support compliance, reduce user conflict and limit the need for enforcement. Some cities found value in having onsite staff to educate the public about the new program in a positive tone, particularly during the initial phase. The biggest challenge identified by most pilot cities was educating visitors about locations and boundaries in a park where drinking was/was not allowed.

2. Proposed Pilot Program for Toronto

The proposed pilot program for Toronto, described below and summarized in Attachment 1, is informed by guiding principles, public health advice and the experiences of other Canadian jurisdictions. The proposed pilot is focused on responsible personal use of alcohol in parks and not on increasing opportunities in parks for alcohol sale or distribution. Events that sell or serve alcohol in pilot parks will still require a City Special Event Permit and a Special Occasion Permit (or Catering Endorsement) from the Alcohol and Gaming Commission of Ontario.

2.1 Guiding Principles

Similar to pilots in other Canadian cities, guiding principles have been developed to underpin the pilot program design and to inform park selection criteria and the selection process. The five guiding principles proposed for Toronto's alcohol in parks pilot program are:

- public health and safety
- positive park experiences for everyone
- clean and well-maintained parks
- access
- simple rules and clear communication

2.2 Pilot Program Design Features

- **Time limited:** The pilot program will operate from August 2, 2023 to October 9, 2023, between 5:30 a.m. and 12 a.m. (park operating hours).
- "Whole of Park" approach: Responsible personal consumption of alcohol throughout each pilot park, with restrictions for safety/sensitive uses.
- Restrictions for safety/sensitive uses: No alcohol consumption at outdoor swimming pools or decks and within 2 m around playgrounds, wading pools, splash pads, or skateboard parks.
- Park selection: Based on park selection criteria and review of local factors.
- Consistent, clear and simple rules: The pilot program will apply to every pilot park in the same way.
- **Communications:** The program website and social media will focus on positive social behaviour and responsible personal consumption of alcohol and provide access to information on safer drinking and harm reduction and treatment services.

• **Evaluation:** The pilot program will be evaluated to assess impacts for park visitors and the surrounding communities.

2.3 Park Selection Criteria

Criteria	Guiding Principles
Washroom access: temporary or permanent	 Positive park experience for everyone Public health and safety Clean and well-maintained parks
Drinking water access	Public health and safety
Park size =/> 1.5 ha (medium parks and larger)	Positive park experiences for everyoneClean and well-maintained parks
No schools adjoining (for medium sized parks, 1.5 to 3.0 hectares)	Positive park experiences for everyonePublic health and safety
Not situated on the waterfront	Public health and safety
Public transit access (within 500 m of TTC 10 minute network)	Public health and safetyAccess
High visibility and accessible by first responders	Public health and safety
Population density; proximity to multi-unit homes	• Access
Minimal impact to natural/programmable areas	Positive park experiences for everyoneClean and well-maintained parks

2.4 Park Selection Process and Councillor Engagement

Park selection for the proposed pilot program was informed by the selection criteria summarized in Section 2.3, and incorporated data analysis, practical operational review and Toronto councillors' participation. All of the parks proposed for inclusion in the pilot program have been confirmed by the local councillor.

First, staff reviewed the City's 1,500+ parks to generate a shortlist of parks meeting all or most of the technical selection criteria (e.g. park size; onsite drinking water/washroom availability; distance from schools; proximity to multi-unit housing; population density).

Second, staff reviewed the short-list to identify parks in each ward best suited for the pilot from an operations perspective. Operational considerations included: visibility and accessibility by first responders; minimizing harm to natural and programmable areas in parks (including CampTO) and avoiding parks affected by major capital projects. The list of parks identified through this process for all wards is included in Attachment 5 and responds to Council's direction that staff provide councillors with a list of parks most suited to being a part of the pilot in each ward.

Third, staff met with interested councillors to discuss the pilot and park options for their ward. Staff presented the results of the data analysis and operational review of parks. Councillors informed the park selection process by overlaying their knowledge of local parks and their uses. All parks proposed for inclusion in the pilot program have been confirmed by the local councillor. Councillors occasionally suggested parks that had not been identified through staff review. In these cases, the parks were further assessed to determine suitability and staff advice was provided. In one case a councillor requested community consultations to be undertaken prior to implementation of the pilot; however the Council-directed timelines did not permit this.

2.5 Proposed Pilot Sites

The following City of Toronto parks are proposed for inclusion in the alcohol in parks pilot, from August 2, 2023 to October 9, 2023. A map of the proposed pilot locations is provided in Attachment 6. Pilot park locations must be approved by Council and be included in Chapter 608.

Park Name	Ward
Eglinton Park	8 Eglinton-Lawrence
Earlscourt	9 Davenport
Dufferin Grove Park	9 Davenport
Campbell Avenue Playground and Park	9 Davenport
Dovercourt Park	9 Davenport
Roundhouse Park	10 Spadina-Fort York
Trinity Bellwoods Park	10 Spadina-Fort York
Christie Pits Park	11 University-Rosedale
Queen's Park (110 Wellesley St W)	11 University-Rosedale
Sir Winston Churchill Park	12 Toronto-St. Paul's
Corktown Common	13 Toronto Centre
Greenwood Park	14 Toronto-Danforth

Park Name	Ward
Riverdale Park East	14 Toronto-Danforth
Withrow Park	14 Toronto-Danforth
Monarch Park	14 Toronto-Danforth
Skymark Park	17 Don Valley North
Lee Lifeson Art Park	18 Willowdale
East Toronto Athletic Field	19 Beaches-East York
Milliken Park	23 Scarborough North
Neilson Park - Scarborough	25 Scarborough-Rouge Park

3. Implementation

3.1 Public Education and Communication

To support the pilot, a multi-pronged communications approach will be implemented, which will focus on positive social behaviour and responsible personal consumption of alcohol. Communications strategies include outreach via the City of Toronto website and social media as well as signs to be installed at pilot parks. Park signs will have information about the pilot program, set out expectations for responsible alcohol use and include a QR code link to the evaluation survey.

Toronto Public Health is supporting development of public health messaging for the signs and the program website, which will include safer alcohol consumption information and will link out to toronto.ca/alcohol, which has links to harm reduction resources.

3.2 Enforcement

By-law Enforcement Officers (BEOs) within the Municipal Licencing and Standards Division (MLS) are responsible for enforcing Chapter 608, including any amendments to regulations for personal alcohol consumption in designated City parks. MLS will work within existing resources to deliver enforcement services during the Alcohol in Parks pilot. Through the pilot evaluation, MLS will report on resource or financial impacts relevant to future program decisions. For the pilot, MLS will take an education-first approach, which will work in tandem with PFR's proposed education and communications plan.

As summer and early fall is MLS' busiest time for by-law enforcement in City of Toronto public spaces, which include 1,500 parks, BEOs will address incoming complaints using a risk-based response analysis. BEOs will aim to visit priority parks regularly, subject to the availability of staffing resources. BEOs do not have a stationary presence in parks.

3.3 Solid Waste Management

Solid Waste Management Services (SWMS) will work within existing resources to deliver services during the pilot program and will report out on resource or financial impacts relevant for future programs during the pilot evaluation process. SWMS will install beverage container recycling bins, which are currently being piloted at other locations across the city, in pilot parks. Waste bins in the pilot parks will be collected based on their regular service levels, which vary by park type. Collection in the larger high-traffic pilot parks will take place in the early mornings to ensure the safety of park users. The public are encouraged to report any overflowing bins to CX/311 to be addressed

PFR staff will work within existing resources to deliver services during the pilot program, including litter pick up in parks.

3.4 First Responders

Toronto Paramedic Services, Toronto Fire Services, and Toronto Police Service will continue to respond to calls for service as normal.

3.5 Evaluation

The evaluation will assess the impact of the pilot for park users and the neighbouring community in terms of park use and experience; public safety; and financial costs aligned with the five guiding principles. Based on learnings from other municipalities, the evaluation will use multiple data collection methods and sources, including:

- An online public survey that will be open for the duration of the pilot. The survey will be the main method for collecting feedback from park users and adjacent neighbours and businesses on their experience of the pilot. Key areas to be surveyed include: visitor experience and satisfaction; experience of safety; park cleanliness; how people travelled to the parks; and communication about the pilot. The survey will be featured on the project webpage and pilot park signage. A social media approach will be used to disseminate information about the survey and pilot.
- Review of various data sources to inform the evaluation including: 311 data (e.g. complaints related to park conduct and alcohol consumption, overflowing bins), health administrative records (e.g. city-wide number of emergency visits related to alcohol, and calls to 911 (e.g. police response to disturbances in the pilot parks).
- The evaluation will also use field observations from staff where possible.
- Financial data will be used to understand the cost impacts of the pilot.

Results of the evaluation will be reported to City Council in Q1 2024 and support evidence-based decision-making about a longer-term approach to alcohol in Toronto parks.

3.6 Coordinated Issues Tracking and Management

During the pilot period, an interdivisional staff team will monitor issues arising, coordinate resolution and provide regular updates about pilot sites to the appropriate councillors. Public communications will be updated as needed.

4. Next Steps

If the proposed pilot approach and pilot locations outlined in this report are adopted by City Council, staff will begin implementation of the pilot program for program launch on August 2, 2023. Staff will provide regular updates on the pilot parks to councillors and report back with the results of the evaluation in Q1 2024.

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SIGNATURE

Janie Romoff General Manager, Parks, Forestry, & Recreation

ATTACHMENTS

- 1. Proposed Alcohol in Parks Pilot Program
- 2. Proposed Amendments to City of Toronto Municipal Code 608, Parks
- 3. Research Survey: Consultants Report Responsible Alcohol Use in City Parks
- 4. Jurisdictional Review: Recent Alcohol in Parks Pilot Programs in Canada
- 5. Ward List: Parks Most Suitable for Alcohol in Parks Pilot
- 6. Map of Proposed Locations for Alcohol in Parks Pilot