

# Community Alcohol Policy for the Village of Pemberton, Lil'wat Nation and Squamish Lillooet Regional District Area C

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**Submitted by Winds of Change  
May 23, 2014**



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**These four winds of change are united by our healing vision, which is:**

“We are neighbours, friends and relatives working together to reduce the harmful effects of drugs and alcohol on our communities. We respect our differences and find strength in the common goal of a healthy and safe environment for our children and families.”

**The winds of change are blowing through the valley. The wind brings a vision of a healthy and safe future together.**  
**Winds of Change: A Healing Vision (2003)**



## **Winds of Change Community Alcohol Policy Steering Committee**

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We would like to extend our thanks to the following individuals who contributed to the development of the Community Alcohol Policy recommendations:

<b>Village of Pemberton</b>	<b>Commerce</b>
<b>Lil'wat Nation</b>	<b>Vancouver Coastal Health</b>
<b>Squamish Lillooet Regional District</b>	<b>Mount Currie Health Centre</b>
<b>Tourism Pemberton</b>	<b>RCMP Pemberton Detachment</b>
<b>Pemberton Chamber of Rotary Club of Pemberton</b>	<b>Lil'wat Elders</b>
<b>BC Liquor Inspection Branch Pemberton</b>	<b>Mount Currie Rodeo Committee</b>
<b>Lil'wat Nation Culture and Recreation Committee</b>	

## 1 Introduction

Winds of Change, a collaborative public policy initiative of the Lil'wat Nation, Village of Pemberton and Squamish Lillooet Regional District (SLRD) Area C to reduce the harm associated with drug and alcohol misuse, is pleased to submit this Community Alcohol Policy (CAP) for the management of special occasion licensed (SOL)<sup>1</sup> events in local government-owned parks and recreation facilities in the Village of Pemberton, Lil'wat Nation and SLRD. This CAP supports and recognizes the importance of SOL events in enhancing quality of life, tourism, culture, and recreation, and in providing economic benefits to the local economy; while also supporting accountability and responsibility. The intent of the CAP is to provide consistent guidelines for SOL events leading to the safe distribution and consumption of alcohol on properties owned or operated by the Village of Pemberton, Lil'wat Nation Band and SLRD Area C (the "Communities"). The implementation of the CAP is intended to reduce alcohol related concerns and issues, such as under age consumption; inappropriate use and liability related to alcohol on local government properties. The CAP is also intended to provide Event Organizers with the necessary support required to hold responsible SOL events.

Winds of Change works to reduce the harms associated with drug and alcohol misuse, and to promote healthy lifestyle choices as an alternative. This alcohol policy is an evidence-based policy tool that is aligned with these goals. The following is contained in this policy:

- Harmonized guidelines for the application and hosting of an event with alcohol that ensures alcohol becomes a responsible part of a social function, rather than the reason for it.
- Clear and consistent management procedures for serving alcohol that reduce local liability and enhance community safety.
- Designations of properties and events where alcohol may or may not be served that considers: consumers, abstainers, adults, youth and families.
- Designation and definitions of the roles and responsibilities for the Local Governments and Event Host, including a designated staff person for each community.
- Prevention of harm reduction strategies for alcohol related concerns that are evidence based.
- Signage requirements.
- Penalties for infractions and enforcement strategies.

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<sup>1</sup> See the glossary located in Appendix I at the end of this report for definitions.

- Through the provision of policy support and implementation planning assistance, to encourage event hosts to obtain Special Occasion permits and licensing and utilize local government owned facilities and properties for events.

## 1.1 Policy Background

Winds of Change were awarded funds from BC Healthy Communities to develop a Community Alcohol Policy (CAP) for Pemberton, Lil'wat Nation and SLRD Area C, in support of a new initiative by the province of British Columbia. Similar harm reduction policies have been instituted in many Canadian municipalities, most recently by Prince George, Boston Bar First Nation, Fort St James and Kitimat in BC. In Ontario, where similar policies have been in existence for a longer period of time there has been opportunity to study their impact. Such policies have been found to effectively reduce liability exposure and the risk associated with alcohol at events where alcohol is served. These risks include:

- Liability actions and increased insurance premiums.
- Personal injury.
- Charges against the Local Government and SOL holder.
- Complaints by offended parties.
- Loss of revenue due to decreased participation at events.
- Increased public concern regarding alcohol consumption.
- Vandalism.
- Loss of insurability should risk assessment escalate.

## 1.2 A Community Informed Policy Approach

To develop the CAP, Winds of Change sought input from the local community through a consultation process that included:

- A widely disseminated online survey that received 249 visits and 146 completed responses by community members.
- Interviews with 42 key community informants from such sectors as: health and social service workers, local service groups and event organizers, the tourism and business community, and law enforcement. Individual and grouped interviews were also conducted.

As a result, local community interests and concerns informed the CAP, thus ensuring it will address local community needs. CAP policy development included a review of both existing local policies surrounding special events and Provincial liquor licensing laws for Special Occasions. Existing local government by-laws<sup>2</sup> and provincial legislation governs the use of public spaces and the management of licensed Special Occasions. This policy is aligned with those existing policies. The CAP also incorporates prevention strategies to mitigate liability risk and to enhance community health and safety. The CAP is not

intended to stand in the way of the responsible drinking that occurs at community events, but to strengthen the existing Special Events Bylaws<sup>2</sup>. To this end existing policies such as the Provincial liquor licensing laws and local special event bylaws are consolidated to enhance understanding and compliance by organizations and individuals wishing to become SOL event organizers. Other additional recommendations to address community liability and incorporate prevention strategies were based on research into evidence gathered from other communities where Alcohol Policies have been adopted and studied, and from expert reports in the field of addiction research both in British Columbia and in other parts of the country.

### 1.3 Community Background

The Village of Pemberton, Mount Currie Indian Reserve home of the Lil'wat Nation and SLRD Area C are located in the Coast Mountain Range of British Columbia. According to recent 2011 census data Pemberton has a population of 2,369 and Lil'wat Nation has a population of 1,306. The SLRD Area C surrounds both communities and has a population of 1,804 (Stats Canada, 2011).

Major tourism events like the Pemberton Slow Food Cycle draw thousands to the community, and showcase the local agriculture in this picturesque community, by encouraging families and individuals to spend the day cycling to local farms and sampling their wares. The cycling day ends with Augustfest, presented by the Pemberton Rotary, in Pioneer Park that is host to a number of activities including a beer garden. Other major events include the Lil'wat Celebration Pow Wow, a showcase of the community's traditional culture, and Pemberton's MADE, an event showcasing local art, music and dance. And recently, the return of the Pemberton Music Festival, a large licensed outdoor weekend concert event expected to draw a large crowd of music fans to the area. In summary, the communities currently host a mix of special events some of which include alcohol sales through an SOL and some that do not.

Several service groups and sporting associations are active within the local communities. Mount Currie Rodeo Committee hosts an annual Rodeo that is popular within the local community. The Rodeo features traditional Rodeo events, family friendly activities and an evening dance. Slow pitch baseball tournaments, mountain bike races, cross country ski races and football tournaments are the centerpiece of many other local events. Large events hosted in the nearby community of Whistler, such as Ironman Canada, have also drawn athletes and their families to explore and train in these communities.

Encouraging healthy lifestyle choices and providing a safe and enjoyable environment for locals and those visiting is a community priority in Pemberton, Lil'wat Nation and SLRD Area C. Ensuring that children and families have a variety of events that model these priorities is an important aspect of event planning in all three local communities. The CAP is viewed as a means to ensure these priorities are met.

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<sup>2</sup> "Village of Pemberton Special Events Bylaw 750, 2014"; Lil'wat Nation Band Policy # 02 Special Event Policy V1, February 2012, and SQUAMISH-LILLOOET REGIONAL DISTRICT BYLAW NO. 1247-2012

## 1.4 Winds of Change Background

Winds of Change began as a joint drug and alcohol task force for Pemberton and Lil'wat Nation following a tragedy in 2002 that had a significant impact on both communities. In 2003, a report was released entitled *Winds of Change: Healing Vision*<sup>3</sup>. The local communities committed to the report's recommendation to address their alcohol and drug issues through a harm reduction approach. This was the basis of a unique partnership between two communities working from very different cultures, histories and jurisdictional frameworks: the Village of Pemberton (a municipality) and Lil'wat Nation (a First Nation). As noted in the 2003 report, the "differences in the culture and history of our communities makes the six kilometers that separate us seem insignificant in comparison. The reality is that our communities have not often found common ground on which to walk." However, a common commitment of concern and care for the safety of their children and the health of their families and the concern over the negative impacts of drugs and alcohol has united these two communities. The desire to reduce the harms associated with alcohol and drug use has motivated concerned stakeholders and local government in these two communities to contribute to the Winds of Change Committee. SLRD Area C has since joined the Committee.

Winds of Change have undertaken several projects to improve the health of the Communities. This most recent undertaking, the CAP, is closely aligned with the goals found in the guiding document. These include: encouraging community groups to promote community cohesion through the sponsoring of events that promote healthy activities, and build awareness and opportunities for leisure, recreation and cultural events locally. They are also committed to raising awareness around the risks associated with underage drinking, over-consumption, binge drinking, and drinking-and-driving. As noted in the 2003 report, the Committee believes educating the community about the risks is "the cornerstone to creating a healthier community". The guiding document also includes recommendations for joint awareness programs and policies to promote these goals and calls on local leadership (Council, Band or Boards and other community leaders) to take action to reduce the harms associated with alcohol and drugs.

## 1.5 Outcomes of Community Consultation

As noted, 146 respondents completed a survey about the Community Alcohol Policy. The survey addressed issues and concerns specific to community alcohol at licensed events, issues in the community and the policy itself. A summary of the survey results follows:

- Overall community support for the CAP in all communities was strong from key informants interviewed and survey respondents. 66.7% from all communities surveyed, responded in support of the CAP. 11% of respondents did not support the policy and 24% were unsure or still had questions. These numbers did not change significantly when individual community data was isolated.

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<sup>3</sup> Report can be found at: <http://www.pemberton.ca/residents/winds-of-change/>



*"As a community it is our responsibility to create a healthy culture for ourselves and our families. We cannot rely on others to make this happen."* **Survey Respondent Comment**

*"My concern about the policy is that it will be too harsh, too big. Groups like us are trying to run events with alcohol wouldn't want to see barriers to that. Concern about it being restrictive."* **Service Group Key Informant**

- 51% of survey respondents felt their community invested enough in events where alcohol was not the focus. Almost 29% felt it did not and almost 20% were unsure. These numbers varied only slightly between communities.

Community differences were observed in a question that asked what changes respondents would like to see in community policies towards alcohol.

- The majority of the community of Pemberton and SLRD Area C respondents, 55% and 45%, wished to see less restrictive alcohol policies, with 18% and 33 % unsure and 20% and 19% choosing the other response and suggesting that a policy target identified alcohol issues such as: underage drinking, awareness and education, public intoxication and drinking and driving. Key Informants interviewed favoured changes to the provincial liquor laws that allowed for Festival licensing at events, rather than beer gardens where the only activity was drinking.
- Lil'wat Nation respondents alternately 60% wanted to see more restrictions in the community regarding alcohol use and serving at events. In Lil'wat Nation the response appeared to be driven by the lack of community sanctioned licensed events. Alcohol use currently occurs in unlicensed settings mostly at house parties and community events such as ball tournaments and rodeos. Key Informants and survey respondents felt that controls at events where alcohol was being consumed would be helpful. Many key informants interviewed reported that they currently did not attend community events where alcohol was consumed.

The following identifies a broad range of potential community issues and the highest identified level of concern identified by the survey respondents from all communities, when asked to rate how concerned they are with the choices:

1. Very concerned I don't think the issue is being addressed;
2. Concerned I think more could be done;
3. Concerned but I think the issue is being addressed; and
4. No concern in my community

The highest response for each issue is noted

<b>Issue/ Concerns</b>	<b>Most Selected Response</b>	<b>% of Respondents</b>
<b>Underage Drinking*</b>	<i>Concerned, I think more could be done</i>	<b>44%</b>

<b>Vandalism</b>	<i>Concerned, I think more could be done</i>	<b>42.3%</b>
<b>Injuries or risk of injuries due to alcohol</b>	<i>Concerned, I think more could be done</i>	<b>41.4%</b>
<b>Unlicensed Drinking BYOB*</b>	<i>No concern about this issue</i>	<b>40.9%</b>
<b>Public Intoxication</b>	<i>Very Concerned I don't think the issue is being addressed</i>	<b>38%</b>
<b>Bootlegging*</b>	<i>Very Concerned I don't think the issue is being addressed</i>	<b>38%</b>
<b>Alcohol Sales to Minors</b>	<i>Very Concerned I don't think the issue is being addressed</i>	<b>37.5%</b>
<b>Drinking and Driving*</b>	<i>Concerned, I think more could be done</i>	<b>35%</b>
<b>Fights/ Scuffles due to alcohol*</b>	<i>Concerned, I think more could be done</i>	<b>30.7</b>
<b>Liability concerns</b>	<i>Concerned, I think more could be done</i>	<b>30.7%</b>
<b>Alcohol Noise-Out of control parties*</b>	<i>No concern about this issue</i>	<b>29%</b>

There was some significant community difference when individual communities were isolated. Lil'wat Nation Survey respondents identified more concern and the majority of their ratings (more than 50% of respondents) was *Very Concerned I don't think the issue is being addressed* for each of the responses identified with an \*. The community also had an increased percentage of respondents who were *Very concerned* about Public Intoxication and Alcohol Sales to Minors. A summary of the Survey can be found in Appendix VI at the end of this document.

## 1.6 Health and Safety

No specific health related statistics could be found that would have accurately reflected the local community. Within the community consultation; however, references were made to health and safety concerns attributed to alcohol. For example: **An Elder from Lil'wat Nation** noted in the following quote:

*"I think of my main concerns is so many of our people have died from liver sclerosis. But a lot of the fundraising that occurs on the reserve is serving shooters, they have shooter bars. I know some of them try to do it on the quiet. But those people are at risk with the strong alcohol. Not only with their liver, but with other people's safety, especially and their own."*

Many individuals identified drinking and driving as a concern, and some noted that they had lost friends to drinking and driving. As well, family violence was also noted as a

concern that was partially attributed to alcohol over consumption, as is evident in this quote by a **Lil'wat Nation Key Informant**:

*"Alcohol can also be a contributing factor to family violence, drinking and driving, break and enter the majority are due to drinking. Domestic violence (domestic violence incidents) I see all the time due to alcohol."*

Communities that Care is an active community mobilization project within communities in the Sea to Sky Corridor focused on creating healthier communities, schools, families and individuals. Communities that Care relies on the efforts of a community board made up of concerned stakeholders from the non-profit, health and education sectors and volunteer groups. The project focuses on six specific problems: substance abuse, delinquency, teenage pregnancy, academic difficulty, violence, and depression/anxiety. Recently Communities that Care released a new report summarizing their findings from their 4th community assessment based on survey findings local youth in grades 6, 8, 10, 11, and 12. Of note to the CAP: binge drinking has emerged as a concern for youth corridor wide, as has low perceived risk of substance use. This group has also raised concerns about alcohol use patterns of adults that children and youth observe and the influence that has on future development of drinking patterns in the community.

The following is a chart of annual local law enforcement statistics with data from crimes that could potentially be attributed to alcohol in the communities.

<b>Crime Statistic</b>	<b>RCMP-Pemberton 2012<sup>4</sup></b>	<b>Mount Currie- Stl'atl'imx Tribal Police 2012<sup>5</sup></b>	<b>RCMP-SLRD Area C 2013<sup>6</sup></b>
<b>Impaired Driving</b>	<b>8</b>	<b>47</b>	No data available
<b>Assault</b>	<b>25</b> (Common Assault) <b>4</b> (Assault with a weapon)	<b>117</b>	<b>5</b>
<b>Noise Complaints</b>	no data available	<b>91</b> (Causing a disturbance)	<b>6</b>

<sup>4</sup> Data obtained from report to Pemberton Council in Minutes of Meeting # 1327 of Council of the Village of Pemberton, March 5, 2013.

<sup>5</sup> Data obtained from Stl'atl'imx Tribal Police Service 2012-2013 Annual Report

Found online at: [http://www.stlatlimxpolice.ca/uploads/8/0/5/7/8057209/stps\\_annual\\_report\\_2012-2013.pdf](http://www.stlatlimxpolice.ca/uploads/8/0/5/7/8057209/stps_annual_report_2012-2013.pdf)

<sup>6</sup> Data obtained from Whistler/Pemberton RCMP SLRD Area C 2013 General Crime Statistics presented to Electoral Area Directors Committee April 14, 2014.

<b>Causing a disturbance</b>			
<b>Detained in Custody</b>	<b>184</b>	<b>127</b>	No data available
<b>Liquor Violations</b>	No data available	<b>210</b>	No data available
<b>Total Calls</b>	<b>1502</b>	<b>1342</b>	<b>412</b>

In summary, in supporting Winds of Change, the Communities have committed to a harm reduction approach to lessen the harmful impacts of alcohol and drugs. The majority of key informants interviewed and respondents to the recent CAP Survey support this approach as well. The community consultation findings indicated that community members in all three communities involved in the study felt more could be done to address alcohol related issues and concerns. Anecdotal health and wellness concerns and recent crime statistics, when reviewed with the community consultation findings, would support this CAP initiative. It holds promise, based on the impact it has had in other communities across Canada as a tool for addressing some of the problems associated with overconsumption of alcohol, underage drinking and local government exposure to liability risk; while still supporting licensed events in the community.

## 2 Designation of Properties and Events

By designating events and facilities as eligible or not eligible for alcohol consumption, the CAP aims to promote a healthy and balanced perception and use of alcohol in the community. The sale or consumption of alcohol in public places is prohibited unless permitted under the authority of a Special Occasion License (SOL).

### 2.1 Designation of a staff member to identify suitability for SOL Events

It is recommended that Senior Administration in each community designate a staff member to coordinate the review of community owned and operated properties and facilities and complete Examples of Detailed Facilities and Property Information and Requirements Form (found in Appendix II) to determine the following:

- Suitability of location for hosting a licensed event.
- Time available for hosting the event. Noting that the LCLA states maximum hours for an indoor event are 9:00am-2:00am the following day, and 9:00am to 10:00pm for an outdoor event unless the Liquor Control and Licensing Branch gives special permission to extend the above hours.
- Type of licensed events allowed at the location based on the summary of SOL type events (See Appendix I).
- Area of the property or facility available for licensing.

- Event size (# of attendees) based on building code restrictions for a gathering within the facility.
- Detailed drawing of the facility or property.

Community members interested in hosting SOL Events should easily access completed Property and Facility Forms to help facilitate their planning.

## 2.2 Criteria for evaluating suitability of a location for SOL Events

- I. When evaluating the suitability of a location for a SOL it is important to consider whether the location can accommodate a large group. What is the history of the location? Have licensed events been successfully held in the location in the past? If not, were licensed events held that presented problems at the location? Would clearer guidelines aid in addressing these problems?

**For example**, the Pemberton Community Center and Pioneer Park are principal locations for events in the Village of Pemberton. The Rodeo Grounds is a principal location for community dances in Lil'wat. Both locations were purposely built to accommodate a large group.

- II. Identification of potential hazards or risks that may be present at a location needs to be considered when designating a property or facility as eligible for a SOL. It is important to provide clear recommendations based on the Event Management guidelines contained within this document to address potential hazards and risks at locations deemed eligible for a SOL; as well as, to help ensure they are addressed within the SOL Event Plan.

**For example**, during the community consultation, concern was raised about the lack of alternative transportation for attendees at the end of the night, especially for events held in the Village of Pemberton and at more remote outdoor areas in the Communities following SOL community events, due to the risk of attendees driving while impaired.

In addition, the outdoor facilities at the Rodeo Grounds in Lil'wat Nation were noted to have inherent security and monitoring challenges that increased the risk of unlicensed drinking, underage drinking and overconsumption. Carefully planned guidelines and enforcement planning would be needed to address these risks.

- III. From a harm reduction perspective, it is important to have a balance of properties available to the community to host SOL Events. This will ensure an alternative to historically unlicensed events such as: large private celebrations or parties, sporting events and other unlicensed gatherings where the potential is high for alcohol related concerns such as: overconsumption, underage drinking, personal injury, and drinking and driving. A licensed event provides the necessary controls and prevention strategies to mediate some of these risks and concerns.

This balance of properties should include both outdoor and indoor facility locations eligible for SOL Events. It also requires a balance of venues that accommodate large public events and small family gatherings and celebrations, such as weddings. At this time Lil'wat Nation has no centrally located indoor facility designated to host licensed events; this increases the risk of unlicensed parties and celebrations and alcohol related concerns. When designating SOL eligible facilities this will need to be considered.

### 2.3 Rationale for Not Designating a Facility or Property Eligible for SOL Events

During the community consultation, community members in each of the Communities sought a balance of licensed and unlicensed events. Community consultations indicated a strong interest in events that supported the community interest in health and wellness. Community members were divided with regard to whether community gatherings should be licensed. Concern about youth underage drinking and choice for those who choose to abstain from alcohol and a history of overconsumption at some events, were arguments for limiting events eligible for licensing. It should also be noted that properties that have historically been ineligible for SOL Events that have a history of illegal drinking such as public parks, lake areas and motor sport trails will require clear messages.

**For example,** One Mile Lake Park is a popular park with a large lake area and extensive trail system. The lake poses a drowning hazard especially to a person impaired by the effects of alcohol. The extensive trail system make monitoring event attendees a safety challenge. In addition, this location has a history of unlicensed drinking according to the RCMP and allowing licensed events would send a mixed message.

The following is a rationale to consider when determining if a property or facility is eligible for an SOL:

- It is dangerous to mix alcohol with outdoor recreational activities in general.
- Players drinking illegally at sports fields or other areas can injure themselves or others during a sports activity and when driving home.
- It is dangerous to mix water sport and motor sport activities with alcohol because of a higher risk of drinkers injuring themselves on rocks and other obstructions, or drowning or the higher likelihood of rider error.
- There is a history of illegal drinking, underage drinking and vandalism on waterfront and park sites outside of Pemberton Village Centre, and at the train station and gazebo sites in the Village Centre.
- Indoor events are easier to supervise than outdoor areas, where more supervision is required.
- Events in unbounded outdoor areas are more difficult to supervise because the surrounding area must also be supervised.
- Arena dressing room, sports fields and bleacher areas are not eligible for Special

Occasion Licensing events; however there is a history of alcohol consumption by some individuals and/or groups. Due to both the message this sends to youth teams using the same facility and risk of drinking and driving, and potential injury it is better to encourage teams to move to a licensed establishment or private home to socialize through monitoring and signage.

- It is preferable that the teams move to a licensed venue in the community or private home where alcohol is legally consumed.
- Promotes the community values of healthy lifestyle options, local youth are not observing consumption behaviours that contradict alcohol laws.

*"Softball diamond, similar to hockey beer league, we know that there has been some things that have happened following a softball game or someone gets into a car drives away. And yeah it's a family event and who wants to go there when someone has cans of beer all over the seats, it leads to other things, the language."* **Lil'wat Nation Key Informant**

**NOTE:** There can be some flexibility in property and facility designations.

**For example,** a clause in the CAP policy such as the following could allow for flexibility:

Events may be held in non-designated or otherwise ineligible areas at the discretion of the Senior Administration and/or local Council, Band or Board, as long as the Liquor Control and Licensing Act (LCLA) or SOL regulations are not contravened. Any person or organization wishing to hold a licensed event in a location not listed in this CAP, or in a location listed as ineligible, must obtain written permission from the Designated Staff for that community, 60 days in advance of the event. This may include any local government owned building, or any local government owned open space, greenway and parkland. The Village of Pemberton, Lil'wat Nation and SLRD Area C reserves the right to refuse an Event Organizer permission to hold an event on local government property.

## 2.4 Events Not Eligible for Alcohol

Due to the harm reduction and health and wellness priorities within each of the Communities, the following events should be designated as not eligible for alcohol use under the authority of a Special Occasion License:

- I. Events involving and intended for youths or minors, where the majority of participants are under the legal drinking age.
- II. Traditional First Nations Cultural Events, such as the Annual Pow Wow.

### **Rationale:**

*"I think sports and culture have their guidelines themselves. They don't mix (referring to alcohol and sporting and cultural events)."* **Key Informant Lil'wat Nation Recreation Committee**

- The local communities share a strong commitment for healthy lifestyle options.
- Children enjoy participating in Special Occasions with their parents.
- Alcohol-free events provide a positive example to children and youth that it is possible to have fun without the use of alcohol.
- Non-consumption by participating adults provides a positive example for young people.
- Minor sports banquets and Family Day events are intended for young people and families.
- Adults supervise and drive young people to and from these events.

### 3 CAP Policy Recommendations

The following local government and event organizer responsibilities and management practices are a combination of existing provincial laws governing licensed events, based on the Liquor Control and Licensing Act in the Province of BC (LCLA), and existing community Special Event Permit Bylaws. In addition to these requirements, evidence based harm reduction, prevention and liability mitigation strategies successfully utilized by communities across Canada have been included. Local law enforcement and the Control and Licensing Branch review and approve all legal requirements described below; these legal requirements are identified within this document by (LCLA).

#### 3.1 Designation of Roles

##### 3.1.1 Role of Local Government Staff

- I. During an initial enquiry into use of a Local Government property for a SOL event, it is the responsibility of Local Government Staff to:
  - Provide written information to the Event Organizer, which identifies the conditions, requirements, and operating procedures of the CAP upon request.
  - Complete an Event Checklist (see Appendix III) to ensure the Event Organizer has been made aware of the requirements under the CAP upon permit application.
- II. When an application for a Special Occasion Permit is submitted for a SOL Event, a Senior Administrator, or delegate for the property in question, will approve or reject the application and use of Local Government property for the event involving alcohol, based upon compliance with CAP requirements. The Village of Pemberton, Lil'wat Nation Band or SLRD Area C may add conditions at their sole discretion, as advisable for the particular property or event.
- III. The Local Government Senior Administrator or delegate may, in writing, waive minor specific requirements of serving alcohol or other minor requirements of the CAP, if no such waiver effectively relieves the Event Organizer, the SOL holder, alcohol caterer or Event Workers from their legal obligations under the Liquor Control and Licensing Act (LCLA). Examples of such minor waivers that may be considered are having wine served to tables in bottles, or the use of real glasses for weddings or similar receptions.



- IV. Local Government, as the owner of the property, is responsible for the property upkeep and repairs and can be held liable for incidents that occur on the property at SOL events, if they are deemed to have not shown sufficient consideration and oversight of the event or if they haven't maintained the facility in a way that could have prevented the accident. A CAP can help reduce this liability by demonstrating clear consideration of the health and well being of SOL attendees.  
Example: Handrails that are insufficient for people who are intoxicated. In *Niblock v. Pacific National Exhibition (1981) 30 BCLR 20 (SC)* the court awarded in favour of Niblock who was injured in a fall while intoxicated due to insufficient handrails in a PNE building.

### 3.1.2 Role of the Event Organizer

The Event Organizer is the contact person for a Special Occasion Licence, and as such an Event Organizers can be held liable for injuries and damages arising from breach of agreement with the Local Government, the Community Alcohol Policy and/or contravention of the Liquor Control and Licensing Act. The Event Organizer must comply with the LCLA and all of the provisions outlined in the CAP. The Event Organizer must complete and sign the CAP agreement form (See Appendix IV), and ensure compliance by all other persons involved in the event. The Village of Pemberton, Lil'wat Nation and SLRD Area C reserves the right to vary or introduce additional conditions, depending on the facility or event type, at its absolute discretion.

- I. The Event Organizer is responsible for the organization, planning, set up, management, monitoring and control of the event and must remain on site throughout the event. (LCLA)
- II. The Event Organizer must obtain a Special Occasion Permit from the Local Government where the event is to be held. (LCLA)
- III. As the contact person it is the Event Organizer's responsibility to ensure the following conditions:
  - a. The conditions and requirements laid out in the LCLA, and this CAP must be followed;
  - b. Event Workers, including the Event Organizer, must be properly trained. This includes ensuring that all paid workers serving alcohol and the Event Organizer have Serving It Right training (LCLA). For complete details regarding Serving it Right training and requirements, see Section 4.3;
  - c. Local Government Facilities or premises must be properly inspected and returned vacant and in proper condition. If damage has been incurred to Local Government property, it is the responsibility of the Event Organizer to report and disclose any damages to the Senior Administration or their delegate.
- III. The Event Organizer has a duty to report to the Senior Administrator, or delegate any incident that involves the following:
  - a. Bodily injury or property damage during, or related to the event; b. Where Liquor Inspectors under the LCLA have made a report; c. Any LCLA or CAP violations that the Organizer is aware of;

- b. The safety and sobriety of people attending the event must be properly monitored, including those people turned away because of intoxication; (LCLA)
- IV. Access to the premises must be controlled at all times; (LCLA)
- V. Impaired individuals are to be prevented from driving, and safe transportation options must be provided as per Section 5.1; (LCLA)
- VI. Police or other Emergency Services must be contacted in the case of emergencies;
- VII. Minors will not be served or allowed to consume alcohol, or gain access into age restricted areas. (LCLA)
- VIII. Parents or Guardians of minors found intoxicated at an event must be contacted. If no parent or guardians are available to collect the youth, the local police must be notified.

## 3.2 Management Practices

Clearly defined, key management practices for use before, during and after events are intended to ensure that event hosts are aware of, and are meeting their duties required by law. Responsible, moderate drinking practices are reinforced through the provision of appropriate operational procedures, control, training, signage, education, and safe practices.

**An event checklist is available to monitor to assist the event organizer in monitoring these expectations.**

### 3.2.1 Events where Alcohol is provided at No Charge

Even at private events when alcohol is provided at no charge, the event must have Serving it Right (SIR) trained event workers. Responsible service is always required, whether alcohol is sold or provided at no charge.

### 3.2.2 Insurance

Event Organizers must purchase Special Occasion liability insurance that indemnifies the Local Government approving the event from any and all claims in connection with an event involving alcohol service on Municipal or Band property.

The insurance policy must specifically name that alcohol will be served, include information regarding alcohol service, and identify the name and date of the event. Private Special Occasions require a minimum of \$2 million in liability insurance, and Public Special Occasions require a minimum of \$5 million, unless otherwise specified by the Local Government. Original proof of purchase must be provided to the Local Government Senior Administrator, or delegate at least 7 business days prior to the event. Minimum insurance requirements and provisions may be amended at any time at the absolute discretion of the Village of Pemberton, Lil'wat Nation or SLRD Area C.

**Note:** While ensuring that an organizer is properly insured may lessen liability risk, but it may not nullify it and the courts can choose to disregard clauses stating that the local

government is absolved from responsibility. As noted earlier, having a CAP in place and ensuring buildings are inspected and repaired regularly can assist in minimizing liability exposure.

### **Rationale**

- By insisting on insurance, permit holders will be impressed with the reality of civil litigation.
- Potentially risky groups may be discouraged from sponsoring events since they may be unable to obtain insurance.
- Damage awards have dramatically increased in recent years. Multi-million dollar damage claims are commonplace in cases of serious, permanent injuries.
- Case law indicates that judges and juries are sympathetic towards the injured parties. Council, Band or Board, along with rental groups, can be held jointly liable and could end up paying the predominant share of an award to a plaintiff should the sponsor be uninsured or have insufficient assets or insurance.
- Local Governments can be held jointly liable and could end up paying the predominant share of an award to a plaintiff should the sponsor be uninsured.

### **3.2.3 Server Trained Event Staff (LCLA)**

In order to be eligible to rent a local government facility, the Event Organizer must obtain *Serving it Right: The Responsible Beverage Service Program\** (SIR)<sup>7</sup>, a brief course in safe liquor service. The purpose of SIR is to make people aware of their responsibilities when serving alcohol to guests or patrons. There is a fee and a short test that can be completed by correspondence or online to obtain a certificate. The Event Organizer must also provide a list of event workers who have SIR training at least two weeks prior to the event to the municipal representative.

*"I think that a lot of it is having trained people serving the alcohol. Knowing when someone needs to stop due to intoxication."* **Lil'wat Nation Key Informant**

### **Rationale:**

- Reducing the risk of litigation requires not only the components of policy and procedures, but also appropriately trained supervisors and servers who can recognize and address signs of intoxication in event attendees.
- This practice permits the municipal representative to verify that the designated number of event workers is server trained.
- Reducing the risk of liability requires not only the components of the policy, but also the recruitment of informed and skilled event workers.
- The Council, Band or Board is morally obliged to inform volunteers of the potential for litigation and to provide them with the tools to avoid such action.

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<sup>7</sup> Information about Serving it Right Training can be found in the Glossary in Appendix I

- Trained supervisors and servers are aware of their responsibilities and are more likely to intervene before problems occur.

### 3.3 Ticket Sales

Tickets must be purchased from a designated ticket seller and redeemed at the bar; maximum four (4) tickets per purchase per person. There must be a minimum of two SIR trained people of legal drinking age or older designated to sell tickets. Unused tickets must be redeemable for cash on demand at any time during the event, to a maximum of four (4) tickets per person. (Attendees can purchase no more than two drinks per person at the bar at one time.)

#### **Rationale:**

- Selling tickets slows down the rate of consumption, as people are required to make two stops before getting each set of drinks.
- Allows ticket-sellers to assess sobriety without having to serve as well, and could prevent confrontations at the bar.
- Ticket sellers are less likely than servers to feel pressured or to provide favours to ticket buyers such as a free drink.
- By limiting number of tickets per purchase, event workers are provided with additional opportunities to verify the sobriety of patrons as the event progresses.
- This provides another line of defense for the Council, Band or Board in the prevention of intoxication.
- This reduces the buying of rounds that can contribute to excessive drinking.
- Redeeming unused tickets for cash could help avoid a confrontation with a patron who may be nearing intoxication but who wishes to purchase additional drinks to get his/her "money's worth".

### 3.4 Door/Entrance/ Exit Monitoring (LCLA)

For Public Special Occasions and Community Events where it is anticipated there will be 200 (LCLA requires this at 500) or more attendees there is a need to:

- Monitor for underage access;
- Prevent outside alcohol from entering the event; or
- Prevent the entrance of intoxicated, unruly or disruptive persons and/or remove persons who become intoxicated, unruly or disruptive or who present a safety risk to others.

There must be licensed door staff (paid or volunteer) that will be responsible for this task. Servers, bartenders or other individuals who check identification or count patrons to ensure that the event is not overcrowded are not expected to perform tasks associated with the security of the event and are not considered to be security workers. Individuals

providing door security must be licensed under the BC Security Services Act<sup>8</sup>. Having door monitoring at all exits can prevent attendees from bringing in outside liquor to the event. In addition, this ensures that those attending the event have been monitored at the door and are not underage, intoxicated or known troublemakers, and that underage participants attending family events do not leave or arrive through an unsupervised access area in order to consume alcohol in another location.

**Rationale:**

- Controlling the door ensures that those attending the event are not underage, intoxicated or known troublemakers; and therefore, reduces the likelihood of problems occurring.
- Controlling the door ensures that the event is not overcrowded.
- When two people monitor the door, each worker has a backup should someone be refused admission. A lone door supervisor could feel personal pressure to admit a close friend or relative who should be refused admission.

### 3.5 Security Monitors (LCLA)

Open areas at events of 200 attendees or more, must be monitored and roving security personnel should be used to identify and communicate potential concerns. A floor supervisor must be available upon request to ticket sellers who require assistance in managing a person who is refused a sale. Floor monitors must be licensed security personnel. The size of the event and location will dictate the number of security staff and event must have. They are responsible for the following tasks:

- Monitoring the activities during the event;
- Ensuring that exits are used appropriately;
- Ensuring that event participants do not participate in unsafe activities;
- Ensuring that participants do not smuggle in alcohol;
- Ensuring that underage people do not enter the event via the exit doors; and
- Ensuring that ticket sellers have backup should they encounter hostility when refusing to sell to those approaching intoxication or who object to a limit on ticket sales.

**Rationale:**

- Having available a floor supervisor ensures that ticket sellers have backup should they encounter hostility when refusing to sell to those approaching intoxication or who object to a limit on ticket sales.
- Events that are not focused on alcohol service are lower risk to cause community problems.
- Large festivals and events seeking licensed service should be prepared to shoulder

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<sup>8</sup> Please see the Contacts/More Information section at the end of this booklet or go to [www.pssg.gov.bc.ca/security/industry/legislation/docs/licensingpolicy.pdf](http://www.pssg.gov.bc.ca/security/industry/legislation/docs/licensingpolicy.pdf).

additional security costs to ensure that patrons leaving the event are aware of bylaws against noise and public drinking. In larger events, one bonded licensed and insured security staff should be provided for every 50 event attendees. Dependent upon the event, establish a family area with 'no-alcohol service' within the event.

- Ratios of security/event employees to event attendees should be dependent upon multiple levels of risk assessment, including age of event goers, time, location, and associated context (i.e. snowboard festival with youth attendees vs. Jazz festival).

*"Having either RCMP or Tribal quite visible seems to help".* **Lil'wat Nation Key Informant Comment**

*"Well I think one of the things would be that they would have to hire their own security. But the security workers worry about their safety at these types of events. I know there are some security workers that go to Whistler and they are not really the law and I have no idea how much our people have respect for them. But, if they were to hire security to assist when they are closing the event down. And, I think right now the security workers going rate is \$15 to \$18 per hour. So we could build that in as one of their requirements. Have 3 security on site to assist in the clearing of the grounds."* **Lil'wat Nation Key Informant**

*"With the barbeque, because it was controlled with hired security, and RCMP controlled the outside, and they communicated with each other. We had a couple issues the inherent problems when someone showed up drunk or whatever he was on but they were dealt with."* **Pemberton Service Group Key Informant**

### 3.5.1 Coat Check System

A coat check system must be in place at events where there is a risk of uncontrolled alcohol coming into the event from the outside, and will be put in place at the discretion of Local Government.

#### **Rationale:**

- This will deter participants from sneaking or smuggling in their own alcohol.
- This provides supervisors with the opportunity to verify that participants leaving the event are not intoxicated.

### 3.5.2 No Last Call Announced

There will be no last call announced or signal indicating the bar is closing at events held in Local Government properties. Entertainers / Dee Jays must be informed that there is to be no last call.

#### **Rationale**

- Last call usually results in high and rapid consumption at closing time and will result in high blood alcohol levels that may peak after the event and lead to impaired driving and other issues.
- Entertainers and DJs often announce last call without being requested to do so.

### 3.5.3 License Holder (event sponsor) is not to Consume Alcohol

The Event Organizer or designate identified on the SOL permit must be in attendance for the duration of the event, and must not drink. They are expected to be responsible for making decisions regarding the operation of the event.

*"I don't think it is hard to have a fun well run event, but the people running it have to take it seriously and not drink."* **Quote from Pemberton Service Group Key Informant**

#### Rationale:

- If the permit holder had been consuming an intoxicating substance and an incident were to occur at the event, s/he would be less likely to identify and respond to a problem and it could be difficult to demonstrate to investigators, trial lawyers or jurors that there had been a commitment to the "duty to control"\*.
- Although police will be called if a situation becomes risky, it is the responsibility of the Special Occasion License holder to ensure the proper management of an event.

### 3.5.4 Police Notification

Police are to be notified by permit holder or municipal representative before situation is out of control. Situations that require third party involvement such as: police notification or attendance, emergency response etc., should be forwarded to local government on the appropriate incident reporting form. The incident form is provided in the "party kit"<sup>9</sup> provided to Event Organizers.

#### Rationale:

- Although police will be called if a situation becomes risky, it is the responsibility of the permit holder to ensure the proper management of an event so as not to require police assistance.
- Most licensed events are held on Friday or Saturday night, which is prime time for other occurrences requiring police attention. This could result in a slower response time by police.
- Early notification of potential problems will facilitate the ability of the police to plan their availability should they be required.

### 3.5.5 Workers to Not Consume Alcohol

The Event Organizer, bartenders, servers and security monitors, both paid and volunteer, will not consume alcohol or be under the influence of alcohol while on duty during the event. All of the above must be 19 years of age or older. Workers both paid and volunteer may consume alcohol after their work responsibilities have ended for the day.

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<sup>9</sup> A 'party kit' is provided to the Event Organizer and should contain, event checklist, required signage, ICBC designated driver kit, incident documenting form, and any other materials that may aid the Event Organizer in hosting a responsibly run event. It is expected that this kit be returned with any necessary paperwork within the week following the event.

**Rationale:**

- If event workers were permitted to consume alcohol, they would be less likely to identify and respond to a problem. It could be difficult to demonstrate to investigators, trial lawyers or jurors that there had been a commitment to the “duty to control”.

**3.5.6 Workers Must be Clearly Identifiable**

All event workers are to wear approved highly visible identification.

**Rationale:**

- This enables participants to quickly identify and alert an event worker when in need of assistance or to report a problem.

**3.5.7 Specified Ratio of Workers to Participants**

Bartenders, Security Monitors and Professional Security Workers are the responsibility of the Event Organizer. Minimum guest to Event Worker ratios must be met, however, the Village of Pemberton, Lil'wat Nation and SLRD Area C and the Event Organizer will work together to determine the final number and types of Event Workers required to ensure safety and security at the event. If the event is anticipated to host 500 or more attendees the RCMP must also approve the event plan (LCLA). The Village of Pemberton, Lil'wat Nation and SLRD Area C reserves the right to alter the minimum number of Event Workers required at any event. Minimum Guest to Event Worker ratios is as follows:

**Rationale:**

- A greater number of workers ensures that proper supervision can be exercised at all levels, including door supervision, floor supervision, ticket selling and bartending.



### Private Special Licensed Event

Number of Guests	Bartenders	Door Monitors	Security Monitors	Professional Security
Up to 50	1	0	0	0
50 to 99	1	0	1	0
100-199	2	0	1	0
199-299	3	0	2	0
300-399	4	0	4	0
400-499	6	0	6	0

### Public Special Licensed Events

Number of Guests	Bartenders	Door Monitors	Security Monitors	Professional Security*
Up to 50	1	0	0	0
50 to 99	2	0	1	0
100-199	2	0	2	0
199-299**	3	all exits	4	0
300-399**	4	all exits	6	2
400-499**	6	all exits	8	3

\* For additional people add one Professional Security Worker per 100 people (ie: 500-599 guests must have 4 Professionals, 600-699 must have 5 Professionals).

\*\* Events over 200 people must have professional Security Monitors at every exit point as per Policy Directive No. 09-05.

### 3.5.8 ID Presented for Purchase of Alcohol/ Youth Admission Restrictions (LCLA)

Persons under the legal drinking age may not be admitted to licensed social events held after 8:30pm, being held in local government owned facilities, except in the case of a family occasion such as a wedding or anniversary celebration. Ticket takers are to refuse entry to any underage person appearing to be intoxicated, and are required to notify the Event Organizer or security to notify the intoxicated youths parent or guardian, or if unavailable, local law enforcement.

Servers are not permitted to serve liquor to anyone under 19 years of age. It is the responsibility of the Event Organizer, security, ticket sellers and servers to ensure that minors do not access liquor at the event. When checking the age of a guest or patron you must ask for two pieces of ID:

- **The first piece of identification** must be issued by a government agency (e.g. a passport or driver's license), and include the person's name, signature, birth date and picture.
- **The second piece of identification** must include the holder's name (e.g. a credit card, Social Insurance Card or Care Card), and include the person's signature and/or picture.

If the person cannot produce two pieces of acceptable identification, you must not serve them liquor

*"I think the monitoring is really important I don't like going to these events when I see minors there. We don't want to set it as a norm that is how we operate in Lil'wat Nation. We don't want to set a precedence, and want this addressed when a minor shows up. Younger youth that are totally intoxicated and no one is doing anything, I don't like seeing this if I attend an event."* **Lil'wat Nation Key Informant**

### 3.5.9 Restricted Youth Admittance to Adult SOL Events (weddings, anniversary parties, excepted) (LCLA)

When alcohol is available, persons under the legal drinking age must not be admitted to social events after 8:30pm, except in the case of a family occasion, such as a wedding or an anniversary. No alcohol should be served or provided to minors.

In the case of daytime licensed events, such as adult tournaments and special community events, underage youth have permission to enter outdoor licensed areas, as long as they are accompanied by a parent or guardian.

Ticket takers are to refuse entry to any underage person appearing to be intoxicated and notify the Event Organizer or security to assess potential risks, and where possible, follow the community protocol of notifying a parent or guardian, and if none can be reached notifying the police.

*"It is also important to get the message out to the parents and educate them of what is acceptable and what their legal liabilities are"* Key **Informant Comment**

#### **Rationale:**

- There is a high risk of underage consumption when youth are admitted to licensed events.
- Legal drinking age youth may provide alcohol to their underage friends.
- This practice increases the Local Government's liability risk.
- At family events, such as weddings and anniversaries, it would be difficult to prohibit youth admission, and renters would like all family members to participate.

### 3.5.10 Whole Site Licensing (LCLA)

The newly developed Whole Site Licensing Policy that has recently been included within the LCLA should be considered in Event Organizer Plans. Things to consider when an Event Organizer is planning a whole site licensed event:

- It is worth considering that sites that have whole site licensing, as opposed to beer gardens, must prove that they ensure the safety of individuals throughout the whole site

- Some form of perimeter fencing should be included in the event plan
- There should be proof that they can uphold and maintain their legal responsibilities. Example: How they will ensure that there is no under age drinking at family events.
- Some insurance agents report that whole site licensing is likely to lead to an increase in insurance costs for events, as they perceive an increase in risk at these events.

Note: If whole site licensing is something that interests a large number of SOL event organizers then it may be worth drawing up a checklist of issues for them to consider prior to applying for the SOL, this will ensure that the application process is transparent, the site is safe and could reduce their insurance premiums.

## 3.6 Prevention Strategies

### 3.6.1 Safe Transportation Provision (e.g. designated driver etc.) (LCLA)

The Event Organizer must implement a safe transportation strategy that could include a designated driver program, alternative transportation options, and sober driver spot-check awareness reinforced by signs. This applies to not only cars and trucks, but also all motorized vehicles including boats, snow machines, all-terrain vehicles, etc.

#### **Safe Transportation Strategy Recommendations:**

**A Safe Ride Home Plan must be submitted in writing to the Community at least seven business days prior to the event.** A Safe Ride Home Plan should include elements such as:

- Detailed plans for notifying local law enforcement no later than thirty days prior to the date of the event to ensure they have back up enforcement. This also allows them to have in place Sober Driver Spot Checks if they deem it necessary.
- The names of the person(s) that will use a personal vehicle to drive impaired participants to a place of safety;
- Clear identification of designated driver(s) from non-drinking participants. ICBC offers a free Designated Drivers Kit for SOL events that can aid with identification.
- Hiring or recruiting volunteers outside of event attendees to provide safe rides home.
- Requesting a friend, relative, or taxi to assist a potentially intoxicated person.
- Promoting alternative transportation services such as a taxi. The promotion of a taxi service alone is not a substitute for a safe ride home strategy. Sponsors must ensure other forms of transportation are also available.
- Provision of transportation, such as shuttles or taxi vouchers.

- Communication through signage and an announcement indicating what transportation is available, pre-communication with taxi companies to maximize their presence outside the event venue, and provision of taxi vouchers for event attendees to be given if deemed necessary.

Event Organizer, security staff and other event workers are responsible for warning any intoxicated person that the police will be called should they attempt to get behind the wheel of a vehicle. Event organizers must immediately notify local law enforcement if an impaired driver is observed leaving the event, including individuals that have been refused entry to the event due to intoxication.

The Event Organizer must remain on the premises at least until all attendees have left the property.

**Rationale:**

- An impaired driver leaving an alcohol-related event poses a great public safety and liability risk.
- Ensuring that event participants have safe transportation when leaving a social event reduces the risk of liability.
- Awareness of police spot-checks for impaired drivers raises the possibility of probable apprehension.

*"I think definitely with drinking and driving a lot of concern. Any of our deaths related to alcohol a lot have been around drinking and driving. "* **Lil'wat Nation Key Informant**

*"There were challenges with transportation that is going to come up again and again in our community."* **SLRD Key Informant**

*"I do know that they have had issues with overconsumption and that there is always the concern about how do we ensure people are not drinking and driving when we don't have transit available specifically around events."* **SLRD Key Informant**

### **3.6.2 Plastic or Paper Cups (disposable-no glass, no bottles)**

All bottles must be retained within the bar area; all drinks must be served in paper or plastic cups.

**Rationale:**

The use of paper/plastic cups is advantageous because:

- If a drink is dropped, paper and plastic cups do not break and create a hazard.
- Individuals might be less hesitant to ask for a "light" drink if their choice remained "anonymous" in a plastic/paper cup; and/or
- If a patron becomes belligerent, a broken bottle cannot be used as a weapon.

### 3.6.3 Provision of Food (LCLA)

Food must be provided throughout the event. Chips, peanuts and other snacks do not qualify as food. Food provided does not need to be a full meal, but food should minimally consist of sandwiches, cheese, vegetables and dip adequate for the number of people attending.

#### Rationale:

- High-protein foods help to slow down the absorption of alcohol into the bloodstream and therefore reduce the risk of intoxication.
- Salty food increases the rate of alcohol consumption and can lead to intoxication.

### 3.6.4 Alcohol Sales and Purchasing Requirements (LCLA)

The permit holder must ensure that only standard drinks will be served. (LCLA)

A Canadian standard drink is 17.05 ml or 13.45 g of pure alcohol.

Each of the following is 1 standard drink:

- 341 ml/12 oz. of beer, cider or cooler;
- 142 ml/5 oz. of wine; and
- 43 ml/1.5 oz. of spirits

All liquor purchased for a special occasion must be approved under the SOL and bought from a Government Liquor Store or other authorized outlet. Substitutes and supplementary alcohol will not be permitted. All Liquor receipts must be required to be available upon request. (LCLA)

### 3.6.5 No Excessive Drinking Activities (LCLA)

No practices are allowed that encourage increased consumption, e.g. oversize drinks, double shots, shooter bars, pitchers of beer, drinking contests, volume discounts.

#### Rationale:

Consumption of non-standard drinks makes it difficult for staff to monitor consumption.

### 3.6.6 Non-Alcoholic Drinks Available (tea, coffee, soft drinks) (LCLA)

Non-alcohol drinks must be available at no charge or at a cost that is 40% lower than that of drinks containing alcohol. Drinking water must be available free of charge. Designated drivers should receive at no charge non-alcohol drinks. Where wine is provided with a meal, a no-alcohol substitute, such as ginger ale or sparkling fruit juice, must be provided.

**Rationale:**

- The availability of no-alcohol drinks supports the designated driver program and ensures that abstainers feel included in the event.
- Non-alcohol drinks provide alternate ‘spacer rounds’ and help to prevent intoxication.
- The availability of a no alcohol alternative at weddings ensures that children and abstainers are included in toasting the celebrants.

**3.6.7 Redeem Unused Drink Tickets**

Unused drink tickets are to be redeemable for cash at any time during the event to a maximum of four (4) tickets per person.

**Rationale:**

- Most participants will not exercise this option.
- This practice could help avoid a confrontation with a patron who may be nearing intoxication but who wishes to purchase additional drinks to get his/her “money’s worth”.

*"If you are still selling like that and it is getting close to the end, you're going to have a problem on your hands if people can't cash them (tickets) in, if you are not going to refund them, then they will want their drinks. And you can't serve past that hour and you've got angry people and binge drinking. So it is not a smart way to (allow tickets to be redeemed) or it is going to create problems for you."* **Enforcement Key Informant**

**3.6.8 No Alcohol Advertising at Facilities Frequented by Youth (e.g. Beer Company umbrellas, clocks, posters in arenas, etc.)**

In all municipal facilities where children and youth are allowed entry, advertising and posters that promote the use of alcohol are prohibited.

**Rationale:**

- Alcohol advertising is designed to encourage and promote the consumption of alcohol. Since it is illegal for people under the age of 19 to consume these products, it is preferable not to use alcohol advertising in areas frequented by young people.
- Promotion of alcohol products is inconsistent with providing a positive example to underage participants who use recreational facilities.

**3.7 Signage Requirements (posters/ signs describing regulations and rationale)**

Signage will reinforce Local Government regulations around alcohol. SOL event signs will clarify service standards and safety concerns, and work to promote responsible use of alcohol. Local Government signs will clearly identify areas where alcohol is not permitted and engage the community in addressing alcohol related issues.

### 3.7.1 Signage Requirements for SOL Events

The Event Organizer must post signage for the event as required under the guidelines of the LCLA and this CAP. Any signage concerning event rules must be posted in required areas for the duration of the event.

The required SOL event signs, with the exception of the SOL Permit and Accountability signs, will be provided by each Community in English to the facility renter(s) (see Appendix V for sample signage). If the event participants do not understand English, the Event Organizer must post the contents of the sign translated into the language(s) of the majority of the participants, as well as the English sign. The content of the signs and where to post at every event are identified in the proceeding sections:

#### 3.7.2 No Last Call

A sign will be located at the bar area and entrance to the facilities designated eligible for a SOL in a size appropriate to the facility and space used, indicating that there will be no last call before the closing of the bar. **Example:** *"There will be no last call"*.

##### **Rationale:**

- This sign indicates clearly to participants that the local government is committed to safe serving practices and that last minute "stocking up" would not be facilitated.
- Last call usually results in high and rapid consumption; and thus, high blood alcohol levels that may peak after an event and lead to impaired driving or other incidents.
- This sign reduces conflict with patrons.

#### 3.7.3 Licensed Areas

Signage clearly outlining those areas in Local Government facilities and parks, except those designated eligible for SOL, be clearly designated by signs as areas where alcohol is not permitted.

##### **Rationale:**

- While these areas, such as outdoor parks, arena dressing rooms and bleacher areas, have never been eligible for Special Occasion Permit events, there is a history of alcohol consumption by some. This specific notation is intended to serve notice that illegal consumption of alcohol will no longer be tolerated.

#### 3.7.4 Service Guidelines

During events where alcohol is to be served, a sign outlining service regulations must be posted in a prominent location within each bar or other designated areas as indicated below:

### 3.7.4.1 Ticket Sale Limits

A sign must be posted at the alcohol ticket sales table outlining the ticket purchase limits. It should read, "Maximum four ticket per purchase per person; ticket sales end thirty minutes prior to bar closing."

#### Rationale:

- This sign supports the ticket sellers who are responsible for enforcing the ticket sales regulations.
- This sign reduces conflict with patrons.

### 3.7.4.2 Proof of Age

**Signs posted near entrances to designated S.O.L. areas** which read: "In (community name) you must be 19 years of age or older to attend a Special Occasion Licensed Event. Two pieces of I.D. with one being photo identification (Passport, Provincial ID or Driver's Licence) will be required as proof of age."

You may wish to add: "Exceptions may be made in the case of a family occasion such as a wedding or an anniversary; however alcohol must not be served to people under the legal drinking age".

**Posted at front entrance where tickets are taken.** "All ticket holders must provide 2 pieces of ID and one must include a photo. The only photo ID accepted is a valid Driver's Licence, Provincial ID Card or Passport."

#### Rationale:

- This sign informs participants that door supervisors are authorized to request identification from participants who wish admission but appear to be under the legal drinking age.
- Ideal locations for this sign are: at the entrance, to provide support to staff screening for underage people; and in the bar area, to provide support to bar staff.

### 3.7.5 SOL Permit (LCLA)

The SOL permit is the responsibility of the Event Organizer, and must be posted along with any special exemption letter specific to the event, in a visible area for the duration of the event.

*"It is kind of hard to do, we get them to put up signs two drinks per person, I.D. signs so people know and are not blindsided, and washrooms in public places put up signs there. I know in Whistler at the night clubs they have posters in the bathrooms as a result of a couple of young men who froze to death, community knew the people. It really hit home to a lot of people. So, they put up posters in the guys bathroom saying "Who's got your back?" Women tend to do*



*that more, stick together more; they have done that for the guys now I thought that was awesome."* **SOL Enforcement Key Informant Comment**

### 3.7.6 SOL Accountability

It is the responsibility of the Event Organizer to post a wall sign, 11" x 14" minimum size, at main exits and in bar areas. The sign will name the sponsor of the event that they comply with and support all regulations and laws surrounding alcohol service. This sign must also inform participants of where they can direct any concerns they have regarding the event, and provide the address and telephone numbers for the following:

- Band, Board or Council Administration.
- Local law enforcement.
- Liquor Control and Licencing Board (LCLB).

#### **Rationale:**

- This sign informs the participants that there is a procedure for lodging complaints even if enforcement personnel are not present at the event.

### 3.7.7 Communication Plan to Minimize Disturbances

Events Organizers need to provide a solid communication strategy that minimizes the impact the event has on the facility and neighborhood. This must include displaying signage that asks event attendees to respect the neighborhood and act in a courteous manner when leaving the event area.

### 3.7.8 Fetal Alcohol Spectrum Disorder

This sign must be posted in a visible area in the women's washroom in all facilities where alcohol is served in order to inform participants of the risks of fetal alcohol syndrome, an irreversible condition which can result in physical and mental abnormalities at birth. The sign should state, "*Give your baby a good start: If you are pregnant or nursing your baby, please do not drink alcohol.*"

#### **Rationale:**

- Alcohol is harmful to the fetus and to children.
- Fetal Alcohol Syndrome (FAS) and Fetal Alcohol Effect (FAE) are totally preventable.

### 3.7.9 Designated Driver and R.I.D.E Awareness

A sign will be posted in all facilities designated as eligible for SOL events, thanking designated drivers for their contribution to the health and safety of their friends and the community at large. E.g. "We appreciate our Designated Drivers and thank them for their

contribution to the health and safety of their friends and the community. In recognition of your contribution, we are pleased to offer you free coffee and soft drinks.”

In addition, a notice reminding event participants to drive sober and to ask about the Safe Ride Home program must be posted at event entrances and exits. E.g. “DRIVE SOBER: The local law enforcement will be conducting spot checks after this event to thank sober drivers.”

*"I think definitely with drinking and driving a lot of concern. Any of our deaths related to alcohol a lot have been around drinking and driving."* **Key Informant Comment**

#### **Rationale:**

- This sign encourages positive behaviour and highlights strategies for ensuring a safe ride home.
- A Designated Driver Program is an important part of a safe transportation strategy; providing recognition indicates appreciation of their important role. Sponsors must provide free non-alcohol beverages for designated drivers.
- A spot check sign politely informs participants that the police regularly conduct roadside sobriety spot checks. Consequently, drivers are aware of the possibility of apprehension should they be considering drinking and then driving.

#### **3.7.10 Statement of Intoxication**

A wall sign must be located in the bar areas. E.g. “The Council, Band or Board of (name community) strives to provide facilities for the enjoyment of all members of the community. Servers are required by law not to serve an intoxicated person or to serve anyone to the point of intoxication. Low-alcohol beverages, coffee, soft drinks, and food items are available.”

#### **Rationale:**

- Signs provide authoritative support to servers and supervisors should they have to refuse service to consumers approaching the point of intoxication.
- This message should be consistent with the measures that require a sufficient quantity of low-alcohol beverages.
- A positive message will reinforce the perception that the CAP is a desirable asset to the community and reinforce that becoming intoxicated is not a desirable community norm.

#### **3.7.11 Community Outreach Signage**

Signs that engage the community in addressing alcohol related issues must be posted in identified problem areas. Local Governments may choose to post the following signage in identified areas, such as sports fields and change rooms, on bulletin boards or in other prominent locations at a non-designated property in their community.

## 4 Actions to Enforce

### 4.1 Outline Procedures for Handling Infractions

A violation of this policy occurs when the SOL holder fails to comply with the conditions of the LCLA or this CAP. Violators of this policy will face a variety of possible consequences, from verbal and/or written warnings up to and including violators being prohibited from use of any or all Local Government facilities, depending on the severity of the infraction. Local Law Enforcement and the Bylaw Officer can assist Local Governments to enforce bylaws by being present at times when events are ending, and monitoring through unannounced spot checks during an event.

#### **Immediate procedures**

The event workers must report any infraction of this policy to the designated Local Government staff as soon as possible; within 24 hours of the occurrence, or by the start of the next working day, and must complete an incident report form detailing the infraction.

The event staff must report any infraction of this policy to police whenever they believe such action is required.

*"It would take some work to get it going, probably a couple of years of putting all those checks and balances in then you would see the pay offs. Cause nothing is perfect to start with, people will question it, really watch them see what is working, not working, and now with our special occasion program we have the opportunity to penalize people with monetary fines, we never had that opportunity before, so that is a big change and it is a good change. Exposure to cost versus risk."* **Enforcement Key Informant Comment**

*"The abuse of alcohol has been on reserve for a long time... The people will not be very happy to change their drinking habits, it can't be zero tolerance from the start."* **Survey Respondent Lil'wat Nation**

*"I think that would work most if we had it all written down, each person is responsible, let everyone know, what they are responsible for, what if something happens they are liable, be charged if they don't do it, education. Don't just call it education call it what it is in our world, education doesn't sound like you have to do it. Let it be known that you are going to be held accountable, call it what it is responsibility. If someone gets hurt, you are going to be held responsible. But we have to lay it out, this is what will happen you will be charged, if that is not in, there then it is loose words."* **Lil'wat Nation Key Informant**

#### **Rationale:**

- It is important that a clear set of guidelines be developed, and that penalties for failure to comply with the policy be consistently applied.

- This practice ensures that user groups and participants recognize the policy as being fair, consistent and enforced when required.

## 4.2 Short-term Penalties for Policy Violations

- The designated Local Government representative must close down an event when there are CAP infractions that are not corrected by the permit holder.
- When participants are found to be consuming alcohol in restricted areas, such as sports fields, the municipal representative will intervene and request that the illegal drinking cease. If the illegal drinking continues, police will be called.
- The Local Government Senior Administrator or delegate will review all reported infractions. The Event Organizer and Event Sponsor will be notified in writing of the resulting consequences. If an event is terminated due to a CAP infraction, there will be no financial compensation by the District.
- A warning will be issued describing the problem and the consequences of repeating this behaviour.
- Depending on the nature and severity of the infraction, the damage deposit may be withheld. The decision to withhold damage deposit will be made by the Local Government Senior Administrator, or delegate.
- Infractions include, but are not limited to:
  - Breach of CAP or SOL regulations; ☒
  - Inadequate security or Safe Ride Home plan;
  - Failure to provide non-alcoholic beverages or adequate security and event workers;
  - Failure to post appropriate signage;
  - Dangerous or disorderly conduct related to the event;
  - Failure to provide proper information to the appropriate governing body;
  - Damage to Local Government facility.
- If a warning has been issued, Event Organizers or Sponsors must meet in person with the Local Government Senior Administrator, or delegate, to detail plans for ensuring rules will be followed in the future, before subsequent Special Occasion Permits.
- Event Sponsors and Event Organizers must meet specific criteria outlined by the Senior Administrator, or delegate, for approval of subsequent events.
- Permission to host a subsequent event will be at the complete discretion of the Council, Band or Board and Senior Administration.
- Deposit amounts may be increased at the discretion of the Local Government designate when prior infractions have occurred that resulted in substantial property damage costs, or when the risk or damage from the event is high.

### Rationale:

- Individuals or groups who refuse to comply with the CAP need to be made aware that consequences will be invoked if necessary.

- Those who contravene the CAP present a high risk of incurring liability not only for themselves, but also for the Council, Band or Board.

### 4.3 Long-term Penalties for Policy Violations (1 year or longer)

#### Long Term Consequences

When a permit holder contravenes the CAP a second time following a warning, the permit holder and sponsoring group will be prohibited from renting municipally owned facilities for a minimum period of one year.

Should a permit holder, team or group contravene the CAP a second time, they will be permanently barred from renting municipally-owned facilities unless the decision is overturned through appeal to Council, Band or Board.

Event workers who contravene the CAP will be required to obtain further server training.

Should an event worker contravene the CAP a third time, s/he will be permanently barred from working at future events.

#### Rationale:

- Repeated infractions indicate that the individual or group refuse to comply with the CAP.
- Some groups will test the CAP. It is important to apply the penalties consistently.
- Those groups who repeatedly contravene the CAP present a high risk of incurring liability not only for themselves, but for the Council, Band or Board.

## 5 Policy Support and Implementation

### 5.1 Implementation Plan

Each local government will develop its own bylaws or addendums to existing Special Occasions Permits that incorporate the CAP Policy recommendations. To do this it is recommended that a staff member be appointed in each of the three communities, to oversee the implementation of the CAP. It would be beneficial for these staff designates to meet regularly to ensure consistency and allow for sharing of resources during the development, implementation, and evaluation phases of the CAP.

To ensure consistency in communication and coordination of SOL events and the CAP within the three communities, the provincial body that oversees SOL's, the Liquor Licensing and Control Branch (LCLB) recommends that local governments consider forming a Committee to Approve Public Events or (CAPE). LCLB policies are currently undergoing a number of significant changes. Establishing a CAPE would aid in supporting the implementation of the new alcohol policies occurring both provincially and locally.

Additionally, newly appointed individuals responsible for implementing CAP policies would benefit from the expertise of those responsible for reviewing and approving SOL's based on the LCLA, including local law enforcement and the local Liquor Inspections representative. It would also allow both groups to communicate directly when reviewing event application for approvals, thus streamlining this process for applicants. It is not anticipated that establishing a CAPE will have a large impact on the time of those participating following the initial set up. Based on feedback from local law enforcement, at this time there are fewer than ten applications for Special Event Licenses reviewed each year by the Communities.

An excerpt from the Special Occasions Policy Manual (2014) compiled by the LCLB with more information about establishing and determining the role of a CAPE in the community can be found in Appendix VI.

### 5.1.1 SOL Events Coordination

When applying to hold an event that serves alcohol on Local Government property, the Event Organizer must sign the CAP agreement form (see Appendix IV) to verify that they have received, read, understand, and will strictly observe and ensure compliance with the controls and policy regulations outlined in the CAP. As part of a support plan to aid Event Organizers with expectations and guidelines specific to the CAP, Local Government staff will:

- Provide and complete a checklist to ensure that applicants receive correct and consistent information regarding the SOL event.
- Provide Event Organizers with a package, which includes the necessary information and appropriate forms needed to comply with the CAP and to apply for permission to hold an SOL event on local jurisdiction property.
- Develop and provide a "SOL Party Kit" that includes regularly used signage, information, etc., to aid in the Event Organizer with the hosting of SOL's.

### 5.1.2 Community Support

Within the community consultation for the development of the CAP two themes came up during key informant interviews and in the surveys around overall community education around responsible drinking awareness and potential liability risks to party hosts at non licensed events. The next two sections are meant to address these themes and would be the responsibility of the local governments and/ or Winds of Change to address outside of SOL events.

### 5.1.3 Canadian Safe Drinking Guidelines

*"The education component is really lacking in our community and I think I would like to encourage a lot more of that."* **Pemberton Key Informant Comment**

To encourage and raise awareness about responsible drinking, information will be made visible in pamphlet or poster form in public buildings identifying the Canadian Safe Drinking Guidelines.

Canadian Safe Drinking Guidelines encourage people to reduce their risk and raise awareness about high-risk situations to avoid. (A pamphlet can be found in Appendix VII)

## 5.2 Awareness Around Liability

*"I know one person when she has house parties when she sees underage come she just orders them out. If we had, more people thinking that way instead of letting anybody come and drink in the house." **Lil'wat Nation Key Informant***

Ready-made or specifically prepared materials around liability risk and ways to minimize the risk can be made available at local community buildings, such as pamphlets and posters, to outline liability risks when hosting a party. Websites that provide information and guidelines for private party hosts around mitigating risk when hosting parties for adults and teenagers can be added to the Winds of Change Wellness Almanac as a resource for Community members.

## 5.3 Policy Monitoring and Review

Given the multi-jurisdictional intent unique to this CAP, Winds of Change will be the committee responsible for monitoring and reviewing the CAP's effectiveness and spearheading changes, with the support of the Local Governments involved.

Winds of Change is a joint committee, with representation from the Village of Pemberton, Lil'wat Nation and SLRD Area C as the local governments referred to in this CAP. Winds of Change's harm reduction mandate in support of addressing local drug and alcohol issues position it as an effective evaluator.

This CAP will be reviewed, and when necessary, updated annually either as part of a routine review by the Winds of Change Committee, or as required based on changes in liquor regulations, Local Governments needs or other relevant matters. Council, Band or Board or Senior Administrators can initiate a call for review by contacting the Winds of Change Chair with that request.

The community issues questions within the CAP Development Community Consultation Survey (Available on request to Winds of Change) should be revisited at regular intervals (suggested every 3 years) to track perception of reductions in local issues and concerns, as part of the evaluation process. Community crime and health statistics can also be compared as part of a more formal CAP evaluation.

