



## City of Richmond

## Report to Council

**To:** Richmond City Council  
**From:** Terry Crowe,  
Manager, Policy Planning  
**Re:** **GAMING IN RICHMOND**

**Date:** May 8, 2002  
**File:** 4040-04

### Staff Recommendation

That Council seek public input by holding a separate public meeting:

- prior to the next Regular Council meeting on May 27, 2002, and
- before making any changes to its current policy on gaming.

Terry Crowe, Manager,  
Policy Planning

Att. 9

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**CONCURRENCE OF GENERAL MANAGER**

## Staff Report

### Part 1 - Origin

This report, which contains much of the same information that was presented at the January 21, 2002 Finance Select Committee meeting, has been updated as required to respond to Council's subsequent referrals.

At the July 26, 2001 Finance Select Committee, the following motion was passed:

"That staff:

- review Council's current position on gaming facilities, with a comparison to new and existing policies in other area municipalities, and
- bring forward recommendations on the benefits and detriments of allowing expanded gaming within the City."

In addition, at the meeting the following recommendation to staff was endorsed.

#### Recommendation

*"That staff conduct the review of the City's' existing limited gaming policy (as per the Finance Select Committee's recommendations of July 26, 2001) and prepare a report based on the following:*

- *staff are to start the review now;*
- *the report is to be prepared after the Provincial legislation and policy changes are known and approved by the Provincial government in writing;*
- *the rationale, assumptions, context, considerations, information and implications identified in this memorandum;*
- *the expanded City gaming options identified in this memorandum (e.g., limited expansion, full expansion);*
- *the report is to be prepared in consultation with:*
  - *Musqueam First Nations;*
  - *Vancouver International Airport Authority;*
  - *Great Canadian Casino;*
  - *other municipalities;*
  - *BC Lotteries Corporation and other provincial agencies.*
- *a review of the social, economic, land use, locational, servicing and regulatory implications of the expanded gaming options;*
- *a review of area municipalities' existing gaming policies; and,*
- *a public consultation process".*

On January 17, 2002 Finance Select Committee passed the following referral motion:

*"That the report (dated January 9<sup>th</sup>, 2002, from the Manager, Policy Planning), regarding Gaming in Richmond, be referred to staff to take immediate action to determine:*

- (i). *the status of the announcement of the Provincial Government regarding future expansion of gaming facilities as it relates to the City; and*

- (ii). *whether the City would have the opportunity to proceed with the initial rezoning application submitted by Great Canadian Casino and Gambling for relocation and expansion of their facility to include slot machines, and*
- (iii). *to report to Council through Committee accordingly”.*

Prior to the question on the motion being called, staff were directed to include in the report to Committee, the rationale for recommending that the City’s current gaming policy be rescinded.

On April 8, 2002 Council approved the following resolutions:

- *“That the report from Councillors Kumagai on Richmond hosting a full service casino with slot machines be added to the agenda of the May 13, 2002 Regular Council meeting” (see **Attachment 1**).*
- *“That the following resolution (R98/16-10) passed by Council on September 14, 1998 be rescinded”:*
  - *“That a letter written to Premier Glen Clark, and to Mr. Mike Farnworth, Minister responsible for Public Gaming Policy, re-affirming Council’s position that the city does not support the expansion of gaming within its jurisdiction and that copies of this correspondence be sent to the Provincial Gaming Project Working Group.”*

On April 12, 2002, a reply was received from Alison MacPhail, Deputy Solicitor General, which indicated that:

- *“the City of Richmond may wish to consider hosting one of the eligible casinos”, and*
- *that the Great Canadian Casino in Richmond is not eligible to relocate or substantially change their facilities in order to acquire slot machines. (see **Attachment 2**).*

This report responds to these Council and Committee decisions.

The purpose of this part is to provide information to Council regarding:

1. the Provincial Government’s new comprehensive gaming legislation,
2. distinctions between ‘community’ and ‘destination’ casinos,
3. Richmond’s gaming possibilities,
4. casino gaming in other municipalities,
5. general benefits and detriments of gaming,
6. possible alternate locations for gaming in Richmond,
7. other stakeholder considerations,
8. monitoring, prevention, treatment and enforcement,
9. the current issue,
10. administration,
11. public input options,
12. type of gaming options:
  - Full Service Gaming
  - Limited Gaming

13. gaming review procedures:
  - in Richmond
  - adjacent to Richmond,
14. recommendations, and
15. anticipated next steps.

## FINDINGS OF FACT

### 1. Provincial Government Gaming Legislation and Policy

The Provincial Government approved its new Gaming Control Act on April 11, 2002. A copy of the Act is available in the City Clerk's office. Currently, regulations under the Act are being prepared.

#### Authority

Under the new gaming legislation:

- the BC Lottery Corporation (BCLC) is responsible for gaming, as an agent of the government.
- all gaming in BC must be approved by the BCLC
- the Vancouver International Airport Authority (VIAA) must receive BCLC approval, if it should ever want to establish a gaming facility at the airport
- First Nations groups (e.g., Musqueam) must also receive BCLC approval to establish gaming facilities.

#### Revenue Sharing With Municipalities

The new Act does not indicate what, how or when gaming revenues will be shared with municipalities.

BCLC advises that revenue sharing arrangements will be stated in a specific Host Financial Assistance Agreement between the Provincial government and each municipality (**Attachment 3**).

The following gaming revenue sharing information is from the Provincial Government's Web site, March 8, 2002:

Government is committed to a specified formula for sharing gaming revenue with host local governments and charities in British Columbia.

- Host local governments receive:
  - ten per cent (10%) of the net gaming revenue from community casinos, and
  - one-sixth (16.6%) of net gaming revenue from destination casinos within their jurisdiction.
- Municipalities may use this revenue for any purpose within their legal authority, but are required to submit quarterly reports to the Province regarding gaming revenue and expenditures.
- The Province guarantees charities a minimum amount of revenue each year, which is indexed annually at the rate of the Vancouver consumer price index. The base amount is \$125 million; for 2000-2001, charities will receive \$126.7 million.

- The BC Gaming Commission manages the distribution of revenues to charities through licensed and direct access programs.
- Revenue generated by ticket raffles, wheels of fortune, social occasion casinos or "B" licenses are in addition to the annual guarantee to charities and religious organizations.

#### Consultation

Under the new gaming legislation, municipalities must seek and consider public input:

- before or concurrently with making gaming decisions, and
- in a manner that satisfies BCLC

#### Number of Gaming Facilities in Richmond

Discussions with BCLC indicate that Richmond could have both:

- the existing community casino, and
- a Full Service casino, with slots.

However, although permissible, market factors may preclude receiving approval of a second casino in Richmond.

## 2. Distinctions between "Destination" and "Community" Casinos<sup>1</sup>

### Destination Casinos

#### Definition:

Destination casinos generally include amenities that are designed to attract visitors such as golf courses, convention centres, etc.

Capacity (same for Destination and Community Casinos):

- a maximum of 30 gaming tables,
- up to 6 poker tables; and
- up to 300 slot machines.

#### Alcohol

The sale and consumption of alcohol is prohibited in gaming areas but permitted in licensed areas (bar, dining room) at destination casinos.

#### Number

There are to be seven 'Destination Casinos' in BC, namely:

| Destination Casinos      |                 |                  |
|--------------------------|-----------------|------------------|
| Name                     | Location        | Service Provider |
| Built & Operating        |                 |                  |
| 1. Lakeside              | Penticton       | Lake City Casino |
| 2. Royal City            | New Westminster | Star of Fortune  |
|                          |                 |                  |
| Opening Summer 2002      |                 |                  |
| 3. Casino of the Rockies | Cranbrook       | Lake City Casino |

<sup>1</sup> Gaming Policy Secretariat Website, Ministry of Public Safety and Solicitor General, Government of British Columbia; <http://www.pssg.gov.bc.ca/gaming/policy>.

| Destination Casinos                  |                |                            |
|--------------------------------------|----------------|----------------------------|
| Name                                 | Location       | Service Provider           |
| Not Built                            |                |                            |
| 4. Jack O' Clubs                     | Wells          | Jack O' Clubs              |
| 5. Campbell River Destination Casino | Campbell River | Campbell River Indian Band |
| 6. Coquihalla Casino                 | Merritt        | Lower Nicola Indian Band   |
| 7. Arrowleaf                         | Penticton      | Penticton Indian Band      |

#### No Relocation

The Destination Casinos in Wells, Campbell River, Merritt and Penticton:

- are 'Approved in Principle' to proceed,
- will all have slots, and
- will not be relocated.

#### Revenue Allocation:

Host local governments receive one-sixth of net gaming revenue from destination casinos within their jurisdiction.

Destination casinos are not obligated to allocate revenue to charity.

#### Community Casinos

##### Definition

Community casinos are strictly casino facilities.

Capacity (same for Destination and Community Casinos):

- a maximum of 30 gaming tables,
- a maximum of 6 poker tables; and
- a maximum of 300 slot machines.

##### Full Service Casino

If a casino provides the maximum number of gaming tables, poker tables and slot machines, it is referred to as "full service".

##### Alcohol

The sale and consumption of alcohol is prohibited at community casinos.

##### Number

There are a total of 17 community casinos in BC.

The existing Great Canadian Casino in Richmond is designated as a "community" casino and has:

- 30 gaming tables, and
- 3 poker tables.

## Relocation

The following four 'Community Casinos' are eligible to be relocated:

| <b>Community Casinos Eligible To Be Relocated</b> |                 |                         |
|---|-----------------|-------------------------|
| <b>Name</b>                                       | <b>Location</b> | <b>Service Provider</b> |
| 1. Hollywood                                      | Prince George   | John Major              |
| 2. Royal Towers                                   | New Westminster | Gateway Casino          |
| 3. Grand  | Vancouver       | Len Libin               |
| 4. Royal Diamond                                  | Vancouver       | Gary Jackson            |

## Revenue Allocation:

Host local governments may receive ten percent of net gaming revenue from community casinos within their jurisdiction.

**3. Richmond's Gaming Possibilities**

## Relocation

It is one of these four "Community Casinos" that Richmond may be eligible to receive, should it change its gaming policies and apply to BCLC, by May 31, 2002.

The May 31, 2002 deadline is identified because the Province will soon establish a procedure and determine where the community casinos, which can relocate, will go.

## Possibilities

It appears that Richmond may have the opportunity to have any of the following gaming arrangements.

1. The Existing Community Casino Only
  - The Great Canadian Casino Richmond with only:
    - 30 gaming tables, and
    - 3 poker tables
  - BCLC advises that it may be possible to relocate the existing Great Canadian Casino within Richmond for land use planning reasons, but not to obtain more gaming tables or slots.
2. A Full Service Casino Only (due to a relocation of one of the above four Community Casinos):
  - up to 30 gaming tables,
  - up to 6 poker tables, and
  - up to 300 slot machines

With this option, the existing Great Canadian Casino would either:

- close, or
- be absorbed in to new casino, through some form of agreement between Great Canadian and the owners of the casino to be relocated.

### 3. Two Casinos

- The Great Canadian Casino with only:
  - 30 gaming tables, and
  - 3 poker tables, and
- A relocated Community Casino with:
  - up to 30 gaming tables
  - up to 6 poker tables, and
  - up to 300 slot machines.

### 4. Gaming in Other Municipalities

The table in **Attachment 4** outlines the current status of casino gaming in other municipalities (Burnaby, Coquitlam, Surrey, Delta, New Westminster, Vancouver, Richmond and Nanaimo) and whether or not expansion/relocation is currently being considered.

Information gathered from City staff in other municipalities listed above, indicates that no further expansion of existing gaming facilities, or the addition of new facilities, is currently being considered by any of those Councils:

- In Coquitlam, a Great Canadian Casino opened in early October 2001, which is a relocation of the Newton Casino.
- The relocation of the two New Westminster casinos to the proposed Westminster Gateway Station is being considered, but will involve no increase in the number of tables or slot machines.

Only Surrey and Richmond have gaming policies per se, while other municipalities use either council resolutions or zoning amendments. Coquitlam has amended its OCP to accommodate gaming.

Casinos currently operating in each municipality are listed in **Attachment 4**, including the number of tables and slot machines in each.

In municipalities reviewed that allow gaming, slot machines are permitted in all except Vancouver and Richmond.

The municipal revenue of each casino for the year 2000/01 is listed:

- from a minimum of \$472,427 (Great Canadian Casino Renaissance, Vancouver; 24 tables),
- to a maximum of \$5,881,648 (Gateway Casino Burnaby; 32 tables, 300 slot machines).

The municipal revenue of Great Canadian Casino Richmond is the highest of casinos with tables only at \$1,920,587 (33 tables).

In **Attachment 5C**, Great Canadian Casino suggests that Richmond could receive \$6 million from a full service casino.



## 5. General Benefits & Detriments of Gaming

The table in **Attachment 5A** presents findings regarding some of the general benefits and detriments associated with gaming, as reported in various Canadian and USA research reports. Also attached are:

- a social impact monitoring framework implemented in Nanaimo (**Attachment 5B**),
- projected gaming revenues from a full service casino prepared by Great Canadian Casino (**Attachment 5C**), and
- a RCMP Richmond Detachment crime report regarding the Great Canadian Casino Richmond (**Attachment 5D**).

**Attachment 6** presents gaming research information from the Canada West Foundation in Alberta.

## 6. Possible Alternate Locations for Gaming in Richmond

Staff suggest that the most appropriate alternate locations for a gaming facility in Richmond are in north-central Richmond in and around the existing gaming facility.

## 7. Other Stakeholder Considerations

When making decisions regarding gaming in Richmond, the following needs to be recognized and considered:

### (1) Musqueam First Nation

The Musqueam First Nation will likely always want a casino of their own. They will require BCLC approval.

Currently, the Musqueam Band:

- has not applied to the BCLC for a casino;
- has hired a consultant to conduct a study to determine the feasibility of putting a casino on Sea Island and the land use implications;
- is exploring their options and alternate locations (e.g., in the vicinity of Templeton Road and the tank farms (north side of Sea island);
- is considering a land swap with the federal government (e.g., swapping their existing reserve land at the west end of Sea island, with an area at the east end of the Sea Island which includes land within the Sea Island Conservation Area (SICA).

The North Fraser River Port Authority (NFRPA) is not involved in the current Musqueam explorations for a site.

### (2) Vancouver International Airport

The Vancouver International Airport may want to establish their own casino. They will require BCLC approval.

### (3) Great Canadian Casino in Richmond

- The Great Canadian Casino (GCC) in Richmond wants to move and expand to include slots.

- Currently, GCC favours the Bridgepoint site, but are considering others as well.
- According to the April 12, 2002, letter from Ailson MacPhail. Deputy Solicitor General, the Great Canadian Casino is not eligible to relocate or to substantially change their facilities in order to acquire slot machines.

## 8. Monitoring, Prevention, Treatment and Enforcement

### (1) Monitoring:

To manage gaming well, a comprehensive monitoring program is required.

The Province should be requested to continue to provide an ongoing gaming impact monitoring program in Richmond to ensure that the Province and City have adequate information to manage gaming over time.

### (2) Problem Gaming Prevention and Treatment:

The prevention and treatment of gaming addiction is necessary.

The Provincial Government's current policy is summarized below.

'Most British Columbians gamble without problem. For a small minority (4.0%), however, gambling may be problematic or even pathological.

In BC the term 'problem gambling' is used to describe gambling behaviour patterns which compromise, disrupt or damage personal, family or vocational pursuits.

Problem gambling is a treatable condition that affects the gambler, his or her family, employer and community. Counseling provides awareness and information about the problem.

In addition to the BC Problem Gambling & Referral toll free number, you can find out about counseling through your local Alcohol and Drug Counseling Office. Alternatively, where available, Gamblers Anonymous provides the support of other recovering persons. Joining Gam-Anon can give family members the help they need to cope with life with a problem gambler.

- The BC government funds a problem gambling program, which in 2000/01 had a \$4 million budget. This program is operated by the Ministry for Children and Families, and includes public awareness, prevention, information, referral and treatment components.
- British Columbia has taken other steps to address problem gambling - steps such as:
  - Prohibiting minors under the age of 19 from participating in gaming activities.
  - Restricting gaming machines to specific gaming facilities where adults make a conscious decision to gamble.
  - Setting appropriate levels for the number of casinos in the province, the number of slot machines in casinos, electronic bingo, and hours of operation.
  - Prohibiting video lottery terminals in BC
  - Prohibiting alcohol at community gaming facilities.
  - Prohibiting the sale of alcohol at destination casinos in gaming areas.
  - Prohibiting gaming establishments to extend credit to patrons.
  - Requiring casinos to participate in the "self-exclusion program", in which individuals with gambling problems can ask to be barred from casinos for specific time periods.

- The BC government is ensuring a conservative and responsible approach to gaming in British Columbia, with on-going monitoring of social issues and problems associated with gambling.' (Source: BC Government Web Site):

It is suggested that the Province be requested to continue to maintain, improve and pay for programs to prevent and treat problem gaming.

(3) Crime Prevention and Enforcement:

Crime needs to be prevented and enforcement is necessary.

It is suggested that the Province be requested to continue to maintain, improve and pay for gaming crime prevention and enforcement programs.

## 9. The Current Issue

The City's existing limited gaming policy was established partly, so that by minimizing gaming facilities in Richmond, residents would have few places (and no slot machines) to gamble and the negative effects on the City and its residents would be limited.

There are several reasons to review the existing policy to determine if it still is appropriate.

- (1) First, to date the degree of the negative implications have not occurred as initially thought.
- (2) Second, because Richmond residents can and do go to adjacent municipalities to gamble, Richmond's limited gaming policy is not stopping Richmond residents from gambling.
- (3) Third, the RCMP advises that Internet gaming provides an increasing opportunity for people to gamble regardless of geography.

In other words, if Richmond residents want to gamble they can and do have several ways to do so, regardless of the City's current limited gaming policy.

Accordingly, two matters are apparent:

- (1) first, the degree of negative impact has not been as expected, and
- (2) second, the City is missing an opportunity to benefit from expanded gaming as it would receive substantial additional gaming revenues which could be used for a wide range of beneficial City initiatives.

For these reasons, it is appropriate to review the existing gaming policy.

## 10. Administration

Over the years, Council has adopted a variety of gaming resolutions and policies (see **Attachments 7 A to D**).

A summary is shown below:

| <b>Existing Gaming Resolutions</b> |  |                                  |
|------------------------------------|--|----------------------------------|
| <b>Resolution #</b>                | <b>Focus</b>   | <b>Approval Date</b>             |
| <b>Attachment 7-A</b>              |  |                                  |
| SP97/6-3                           | Policies 5034 & 5034.01<br>Council adopts a policy on the procedure to be followed for the evaluation of new casinos and bingo halls in the City | November 12 <sup>th</sup> , 1997 |
| <b>Attachment 7-A</b>              |  |                                  |
| SP97/6-4                           | City to advise gaming proponents that it will not consider any new facilities  | November 12, 1997                |
| <b>Attachment 7-B</b>              |  |                                  |
| R97/3-6                            | Council takes position of being totally against Las Vegas style casino gambling or video lottery terminals                                       | February 10 <sup>th</sup> , 1997 |
| <b>Attachment 7-C</b>              |  |                                  |
| 96/21-35                           | Council advises BC Gaming Commission that the City will consider additional casino applications on a site-by-site basis                          | November 25 <sup>th</sup> , 1996 |
| <b>Attachment 7-D</b>              |  |                                  |
| CW96/4-29<br>Section (2)           | Section (2)<br>Council adopts policy that casino proposals are to be considered on a site specific basis using the CD rezoning process           | February 26 <sup>th</sup> , 1996 |

These decisions relate to:

- the type of preferred gaming in Richmond (e.g., limited gaming),
- gaming proposal review procedures,
- gaming public input procedures, and
- zoning techniques.

These decisions overlap and can be confusing.

It is recommended that, after Council seeks public input regarding whether or not to change its existing gaming policy, Council streamline its existing gaming resolutions and policies, to achieve clarity by:

- rescinding those resolutions and policies relating to:
  - the preferred type of gaming in Richmond,
  - gaming review procedures,
  - public consultation procedures, and
- replacing them with clearer resolutions and policies.

The proposed administrative changes are presented in the proposed gaming policies (see **Attachments 8 and 9**).

### Part 3 Options

#### 1. Public Input Options

The new Gaming Control Act states that a municipality must not give approval for a casino, unless, before or concurrently with giving approval, the municipality satisfies BCLC that adequate community input has been sought and considered.

Council's existing gaming review procedure policy (Policy No 5034 and 5034.01) is outlined in **Attachment 7-A**. It outlines a procedure which was tailored, in part, to the 1997 Provincial policies, agencies, procedures and circumstances.

To make any gaming policy decisions at this time, public input must first be sought. The issue is how to seek public input.

The public input options are presented below.

##### Option 1 A Separate Public Meeting (Recommended)

###### Description

The options include:

- Council holding a public meeting,
- a committee of Council holding a public meeting,
- staff holding an open house and seeking public input, and
- other, as directed by Council.

###### Pros

- Council is bound by its current policies.
- Public input is required by Provincial legislation before any gaming changes are undertaken.
- Council would be consistent, because it consulted with the public previously.
- Public input can be sought by May 31, 2002, the suggested time to notify the Province and BCLC of Council's decision.

###### Cons

- Will require additional time.

##### Option 2 Regular Council and Committee Meetings

###### Description

- Council seeks public input through the normal course of hearing delegations at regular Council or committee meetings,

###### Pros

- Would save time.

###### Cons

- Public may expect a separate public meeting and want more time to consider the issue.

## 2. Type Of Gaming Options

Regarding the type of gaming in Richmond the policy options are:

### Option 1 - Adopt A Full Service Gaming Policy (Recommended)

Richmond supports:

1. one Full Service community gaming casino in Richmond which contains:
  - a maximum of 30 gaming tables,
  - up to 6 poker tables; and
  - up to 300 slot machines.

AND

2. one Limited Service community casino which contains:
  - 30 gaming tables,
  - 3 poker tables; and
  - no slot machines.

### Option 2 – Limited Gaming

Richmond supports one Limited Service community casino which contains:

- 30 gaming tables,
- 3 poker tables; and
- no slot machines.

## 3. Gaming Review Procedures

Once an updated gaming policy is established, Council needs, it is suggested, procedures:

- to make any subsequent changes to Council's policies, and
- to seek public input, which is required by the new Provincial gaming legislation.

The recommended policy is as follows:

### (1) In Richmond

- (a) Prior to a change in gaming policy type or procedure, Council will seek public input regarding any changes.
- (b) Council will specify the type of consultation at the time.
- (c) The following factors will be considered:
  - social,
  - economic/financial,
  - land use,
  - transportation,
  - servicing,
  - environmental, and
  - other, as necessary.

### (2) Referral From Adjacent Municipalities

When Richmond receives a request for comments regarding casino proposals in adjacent municipalities, Council:

- (a) may seek public input and specify the type of consultation at the time.

(b) will consider the following factors when commenting:

- social,
- economic/financial,
- land use,
- transportation,
- servicing,
- environmental, and
- other, as necessary.

The proposed administrative changes are presented in the proposed gaming policies (see **Attachments 8 and 9**).

## CONCLUSION

1. This report provides:

- requested information;
- options:
  - to manage the type of gaming, and
  - for seeking public input regarding gaming,
- recommendations:
  - to streamline gaming policies and procedures,
  - to manage the type of gaming,
  - for seeking public input regarding gaming,
  - to allow Full Service gaming in Richmond, and
  - to monitor and address gaming issues and problems.

2. That Council seek public input by holding a separate public meeting:

- prior to the next Regular Council meeting on May 27, 2002, and
- before making any changes to its current policy on gaming.

3. Next Steps

- (1) After seeking public input, whatever Council's gaming policy is to be, it is suggested that, to improve gaming policy administration, the following gaming resolutions be rescinded:

| Resolution # | Focus  | Approval Date                    |
|--------------|--|----------------------------------|
| SP97/6-4     | City to advise gaming proponents that it will not consider any new facilities  | November 12 <sup>th</sup> , 1997 |
| SP97/6-3     | Policies 5034 & 5034.01<br>Council adopts a policy on the procedure to be followed for the evaluation of new casinos and bingo halls in the City | November 12 <sup>th</sup> , 1997 |
| R97/3-6      | Council takes position of being totally against Las Vegas style casino gambling or video lottery terminals                                       | February 10 <sup>th</sup> , 1997 |

| Resolution #             | Focus  | Approval Date                    |
|--------------------------|--|----------------------------------|
| 96/ 21-35                | Council advises BC Gaming Commission that the City will consider additional casino applications on a site-by-site basis                | November 25 <sup>th</sup> , 1996 |
| CW96/4-29<br>Section (2) | Section (2)<br>Council adopts policy that casino proposals are to be considered on a site specific basis using the CD rezoning process | February 26 <sup>th</sup> , 1996 |

- (2) That, as per the Manager, Policy Planning report dated, May 8, 2002, one of the following gaming policies be adopted:
- a) A Full Service Gaming Policy (Recommended), as stated in **Attachment 8**,
  - OR
  - b) A Limited Gaming Policy, as stated in **Attachment 9**.
- (3) Whichever gaming policy is selected, Council is advised to inform the Province and BCLC by May 31, 2002 to give the City the best chance to have its policy implemented.



Terry Crowe, Manager  
Policy Planning

KEH/LS:cas



## ATTACHMENTS

| Number | Contents  |
|--------|---|
| 1.     | Council Resolution to discuss Gaming at May 1, 2002 Council Meeting             |
| 2.     | Letter from Alison MacPhail, Deputy Solicitor General                           |
| 3.     | Sample Host Financial Assistance Agreement between Province and Municipality    |
| 4.     | Casinos Operating in Selected Municipalities                                    |
| 5.     | Benefits and Detriments of Gaming   |
|        | A. General Benefits and Detriments of Gaming Table                              |
|        | B. Social Impact Monitoring Framework   |
|        | C. Great Canadian Casino Briefing Notes and Projected Revenue                   |
|        | D. RCMP Crime Report re: Great Canadian Casino Richmond                         |
| 6.     | Canada West Foundation Gaming Information                                       |
| 7.     | Existing City Gaming Resolutions (to be rescinded)                              |
|        | A.  |
|        | - SP97/6-3 - Policies 5034 and 5034.01 adopted                                  |
|        | - SP97/6-4 - City not considering new gaming facilities                         |
|        | B. R97/3-6 - Council against Las Vegas style gaming and video lottery terminals |
|        | C. 96/21-35 - Additional casino applications considered on site-by-site basis   |
|        | D. CW96/4-29, Section (2)   |
|        | Casinos to be considered on a site specific basis using the CD rezoning process |
| 8.     | Draft Gaming Policy – Full Service  |
| 9.     | Draft Gaming Policy – Limited Service   |



**City of Richmond**  
City Clerk's Office

## Memorandum

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**To:** Mayor and Councillors

**Date:** April 5, 2002

**From:** Kiichi Kumagai  
Councillor

**File:** -

**Re:** **Proposed Resolution on Gaming in Richmond**

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This is to advise you that it is my intention to introduce the attached motion at the April 8, 2002 Council meeting if the previous resolution on this subject is rescinded as per my Notice of Motion.

Kiichi Kumagai  
Councillor

Att. 1

Whereas, at the regular Council meeting of Monday, September 14, 1998,  
Council passed the following resolution:

it was Moved and Seconded

That a letter be written to Premier Glen Clark, and to Mr. Mike Farnworth, Minister responsible for Public Gaming Policy, re-affirming Council's position that the city does not support the expansion of gaming within its jurisdiction, and that copies of this correspondence be sent to the Provincial Gaming project working group.

Whereas, when Council passed the above resolution, Council did not have any track record of social consequences related to slot machines in Richmond,

Whereas, new information received has not created social havoc where slots are allowed in communities,

Whereas, slot machines have created substantial new revenue sources for host communities,

Therefore, Be it resolved:

That Richmond City Council support hosting of a full service casino with slot machines in Richmond as an added source of revenue under current provincial government policy, and

That a letter be written to Richmond's three M.L.A.s, to the President of the B.C. Lottery Corporation, and to Premier Gordon Campbell conveying Council's position on this matter.



APR 12 2002

Terry Crowe, Manager  
Policy Planning Department  
City of Richmond  
6911 No. 3 Road  
Richmond BC V6Y 2C1

Dear Terry Crowe:

Thank you for your letters dated January 21, 2002 and March 7, 2002, written on behalf of the City of Richmond's Finance Select Committee, requesting clarification regarding gaming in Richmond in light of the January 16, 2002 open Cabinet meeting, at which the operational definition of no gaming expansion was decided. I apologize for the delay in responding.

The Government's New Era document commits to ending gaming expansion, recognizing the negative social impacts problem gambling can have on families and communities. The recent Cabinet decision reaffirms this commitment. Therefore, no new casinos will be permitted other than any outstanding destination casinos with approval-in-principle. Government policy will prohibit casinos from acquiring additional slot machines.

Cabinet also recognizes that a small number of casino service providers have acted on the previous government's policy and taken significant steps or have made substantial investments in order to relocate or expand capacity, based on earlier discussions with government and the Corporation. In order to honour these existing obligations, those community casinos may be relocated to, or relocate/expand within, a willing host local government, and may acquire additional slot machines (to a maximum of 300) as part of that process. However, casinos which have not taken such steps, including the Great Canadian Casino in Richmond, will not be allowed to relocate or substantially change their facilities in order to acquire additional slot machines.

Terry Crowe  
Page 2

Pursuant to Cabinet's decision, the Province has established a broad framework for the relocation of, or changes to, an existing gaming facility. The BC Lottery Corporation will initiate and manage the relocation of any eligible casinos through an open process, based on business case principles, within Government's broad framework. This process and the final decision rest with the Corporation.

Should the Corporation's business case analysis lead to the relocation of a community casino to a different municipality, any local government may indicate interest in hosting one of the eligible casinos, including those that already host an ineligible casino.

Although the Great Canadian Casino in Richmond is not eligible to relocate to get more slot machines, the City of Richmond may wish to consider hosting one of the eligible casinos. If you require additional information regarding the casino relocation process, or if you would like to indicate your City's interest in hosting an eligible casino, please contact Mr. Doug Penrose, Vice-President, Finance and Corporate Services, British Columbia Lottery Corporation, at 250-828-5610.

Yours sincerely,



Alison MacPhail  
Deputy Solicitor General

pc: Honourable Greg Halsey-Brandt, MLA for Richmond Centre  
Honourable Geoff Plant, MLA for Richmond-Steveston  
Honourable Linda Reid, MLA for Richmond East  
Derek Sturko, A/General Manager, Gaming Policy & Enforcement Branch  
Richard Turner, Chair, BC Lottery Corporation  
Mayor and Councillors  
George Duncan, Chief Administrative Officer  
Jim Bruce, General Manager  
David McLellan, General Manager

**HOST FINANCIAL ASSISTANCE AGREEMENT**

(With respect to Great Canadian Casino - Richmond)

THIS AGREEMENT made the       day of       , 1999.

BETWEEN:

HER MAJESTY THE QUEEN IN RIGHT OF THE PROVINCE OF  
BRITISH COLUMBIA, represented by the Minister of Labour

(the "Province")

OF THE FIRST PART

AND:

THE CITY OF RICHMOND

(the "Host")

OF THE SECOND PART

WHEREAS:

- A. The Province has agreed that ten (10%) per cent of Net Gaming Income from community casinos will be paid to host local governments, as financial assistance, for any purpose that would be of public benefit to the host communities.
- B. The Province will make a payment of ten (10%) per cent of Net Gaming Income from the community casino to the Host, as financial assistance, on the terms and conditions hereinafter set forth.

NOW THEREFORE THIS AGREEMENT WITNESSETH that the parties agree as follows:

**DEFINITIONS**

1. In this Agreement:

- (a) "BCLC" means the British Columbia Lottery Corporation;
- (b) "Casino" means the premises within which BCLC conducts, manages and operates Casino Gaming as more particularly described in the Casino Operational Services Agreement made between BCLC and Great Canadian Casinos Inc. dated the 29th day of May, 1998.
- (c) "Casino Gaming" means the conduct, management and operation of slot machines and table games by BCLC in the Casino from time to time.

- (d) "Casino Operational Services Agreement" means the Casino Operational Services Agreement entered into between the service provider, Great Canadian Casinos Inc. and BCLC, a copy of which is attached as Schedule "A" hereto;
- (e) "Eligible Costs" means the costs and expenses incurred by the Host for any purpose that is of public benefit to the Host community and within the lawful authority of the Host;
- (f) "FAA" means the *Financial Administration Act*, R.S.B.C. 1996, c. 138 and any amendments thereto;
- (g) "Minister" means the Minister of Labour and includes the Deputy Minister of Labour and any person designated by either of them to act for or on their respective behalf with respect to any provision of this Agreement;
- (h) "Net Gaming Income" means the Win from Casino Gaming less:
  - (i) fees payable to the Service Provider pursuant to the provisions of the Casino Operational Services Agreement made between the Service Provider providing Operational Services to BCLC in respect of Casino Gaming; and
  - (ii) BCLC's administrative and operating costs of conducting, managing and operating Casino Gaming as determined by BCLC in accordance with generally accepted accounting principles from time to time;
- (i) "Special Account" means the special account established by the Host:
  - (i) into which the funds payable by the Province to the Host under this Agreement will be deposited; and
  - (ii) the account from which the Host must make all of its payments on account of Eligible Costs;
- (j) "Win" means for any period the aggregate of all revenues collected by BCLC from the Casino less the aggregate of all Winnings; and
- (k) "Winnings" means the amount of money payable to a player as a consequence of monies paid by the player to participate in Casino Gaming and the performance by the player of the acts necessary to entitle the player to payment of such money.

#### TERM

- 2. The Term of this Agreement will commence on July 1, 1999 and will end on the last day of the Casino Operational Services Agreement or the last day of any renewal of the term under that Agreement or the last day of operation if there is a relocation of the casino to another local government jurisdiction.

#### PAYMENT OF FINANCIAL ASSISTANCE

- 3. (a) Subject to the provisions of paragraphs 6, 7, 8 and 9, the Province will pay the Host, as financial assistance, an amount equal to ten (10%) per cent of the Net Gaming Income from the Casino on a quarterly basis, the payment for each period being due and payable on October 15<sup>th</sup> for the quarter ended September 30<sup>th</sup>, January 15<sup>th</sup> for the quarter ended December 31<sup>st</sup> and April 15<sup>th</sup> for the quarter ended March 31<sup>st</sup>, and July 15<sup>th</sup> for the quarter ended June 30<sup>th</sup>, in each year during the Term of this Agreement;

- (b) Payments pursuant to subparagraph (a) of this paragraph will be made by the Province only if the applicable statements and reports described in paragraphs 6 and 8, respectively, have been delivered to and accepted by the Minister.

#### ACTIVITIES OF THE HOST

- 4. (a) The Host will deposit into the Special Account all funds paid to it by the Province pursuant to this Agreement and will use all such funds only on account of payment of Eligible Costs;
- (b) All payments on account of Eligible Costs by the Host will be made directly from the Special Account and the Host will not transfer funds from the Special Account to any other account;

#### RECORDS

- 5. The Host will:
  - (a) establish and maintain accurate books of account and records (including, supporting documents) of all Eligible Costs and all expenditures made from the Special Account; and
  - (b) permit the Minister at any time or times during normal business hours, to copy or audit, or both, any or all of the books of account and records (including, supporting documents) referred to in subparagraph (a) of this paragraph.

#### STATEMENTS AND ACCOUNTING

- 6. (a) The Host will submit to the Minister during the term of this Agreement quarterly detailed statements in form and content satisfactory to the Minister setting out an accounting for all the income and expenditures from the Special Account for the quarters ending January 31<sup>st</sup>, April 30<sup>th</sup>, July 31<sup>st</sup> and October 31<sup>st</sup> of each year, such statement to be certified true and correct by the Treasurer or auditor of the Host.
- (b) The quarterly statements referred to in paragraph 6(a) above shall be submitted to the Minister on or before the 15<sup>th</sup> day of February, May, August and November, respectively.

#### CONDITIONS OF FINANCIAL ASSISTANCE

- 7. The payments of financial assistance by the Province to the Host pursuant to this Agreement are subject to the following terms and conditions:
  - (a) the Province may withhold any payment required to be made pursuant to paragraph 3 if any event of default described in paragraph 14 has occurred and has not been remedied to the satisfaction of the Minister;
  - (b) all payments required to be made pursuant to paragraph 3 will be applied by the Host against Eligible Costs and all expenditures for Eligible Costs will be made directly from the Special Account;
  - (c) the Province may withhold from any payment required to be made pursuant to paragraph 3, an amount equal to the portion of the previous payments that have not, in the opinion of the Minister, been accounted for or applied by the Host against Eligible Costs; and
  - (d) upon the early termination of this Agreement, the Host will forthwith repay to the Province upon demand, all financial assistance required to be paid to the Host pursuant to paragraph 3 that has not been accounted for or applied by the Host against Eligible Costs pursuant to paragraph 4(a).



## REPORTS

8. (a) The Host will deliver to the Minister such written reports, in form and content satisfactory and prepared by a person acceptable to the Minister as the Minister may, from time to time, request concerning any receipts and expenditures under this Agreement and, without limiting the generality of the foregoing, the Host will, notwithstanding the expiration or sooner termination of this Agreement, deliver to the Minister a report as aforesaid within fifteen (15) days of the request;
- (b) The Province will deliver to the Host with the quarterly payments of financial assistance as set out in paragraph 3(a) of this Agreement, a written report detailing the calculation of the amount of financial assistance payable for the quarter pursuant to the terms of this Agreement.

## APPLICATION OF FAA

9. Notwithstanding any other provision of this Agreement the obligation of the Province to make a payment or payments to the Host pursuant to this Agreement is subject to the provisions of the FAA.

## ASSIGNMENT AND SUBCONTRACTING

10. The Host will not, without the prior written consent of the Minister assign, either directly or indirectly, this Agreement or any right of the Host under this Agreement.

## RELATIONSHIP

11. No partnership, joint venture, agency or other legal entity will be created by or will be deemed to be created by this Agreement or any actions of the parties pursuant to this Agreement.
12. The Host will not in any manner whatsoever commit or purport to commit either or both the Province or the Minister to the payment of money to any person, firm or corporation.

## COVENANTS, REPRESENTATIONS AND WARRANTIES

13. The Host covenants, represents and warrants to the Province and the Minister, with the intent that they will rely thereon in entering into this Agreement that:
  - (a) to the best of its knowledge, it is not in breach of, or in default under, any law, statute or regulation of Canada or of the Province of British Columbia applicable to or binding on it in relation to this Agreement;
  - (b) it has the power and capacity to accept, execute and deliver this Agreement;
  - (c) it will use its best efforts and do all things necessary and in its power to facilitate the successful operation of the community casino and in particular will not do anything that directly or indirectly interferes with the conduct, management and operation of Casino Gaming by BCLC in the Casino; and
  - (d) this Agreement is binding upon and enforceable against it in accordance with its terms.

## DEFAULT

14. If any of the following events of default occurs, namely:
- (a) the Host fails to comply with any provision of this Agreement;
  - (b) any representation or warranty made by the Host in entering into this Agreement is untrue or incorrect;
  - (c) any information, statement, certificate, report or other document furnished or submitted by or on behalf of the Host pursuant to or as a result of this Agreement is untrue or incorrect;

then, at the option of the Minister, exercisable by written notice from the Minister to the Host, an amount equal to the aggregate financial assistance required to be paid to the Host pursuant to paragraph 3 that has not been expended and accounted for by the Host against Eligible Costs pursuant to paragraph 6, will become due and be payable by the Host forthwith to the Province within ten (10) days of actual or deemed receipt by the Host of the notice given by the Minister.

## REMEDIES

15. Where the Minister is of the opinion that an event of default has occurred, the Minister shall give a notice to the Host specifying the event of default and requiring rectification or mitigation. Upon receiving such notice from the Minister claiming a default, the Host shall have thirty (30) days to cure the event of default or mitigate the consequences. If the event of default cannot reasonably be cured or the consequences cannot reasonably be mitigated within the thirty (30) day period and if the Host shall immediately commence and diligently continue reasonable efforts to rectify the event of default or mitigate the consequences, the cure period shall be extended for such time as it is deemed reasonably necessary by the Minister to complete rectification or mitigation.
16. Despite paragraph 15, if, in the opinion of the Minister, the Host is in default and the Host is unable to cure or mitigate the default then the Minister may by a written notice terminate this Agreement and an amount equal to the aggregate financial assistance paid to the Host pursuant to paragraph 3 that has not been expended and accounted for by the Host against Eligible Costs pursuant to paragraph 6, will become due and be payable by the Host to the Province within ten (10) days of actual or deemed receipt by the Host of the Notice given by the Minister.

## NOTICES

17. Any notice, consent, waiver, statement, other document or monies that the Province or the Minister may be required or may desire to give, deliver or pay or that the Host may be required or may desire to give, deliver or pay to the Province and the Minister or either of them will be conclusively deemed validly given, delivered or paid to and received by the addressee, if delivered personally, on the date of deliver, or, if mailed, on the third business day after the mailing of the same in Canada by prepaid post addressed, if to the Province and the Minister or either of them:

Minister of Labour  
PO Box 9052, Stn Prov Govt  
VICTORIA, British Columbia  
V8W 9E2

Attention: Executive Director  
Gaming Policy Secretariat

And if to the Host:

The City of Richmond  
7577 Elmbridge Way  
RICHMOND, BC V6X 2Z8

Attention: City Clerk

18. Any party may, from time to time, give written notice to the other parties of any change of address of the party giving such notice and after the giving of such notice the address therein specified will, for purposes of paragraph 17 be conclusively deemed to be the address of the party giving such notice.

#### NON-WAIVER

19. No term or condition of this Agreement and no breach by the Host of any such term or condition will be deemed to have been waived unless such waiver is in writing signed by the Minister.
20. The written waiver by the Minister of any breach by the Host of any term or condition of this Agreement will not be deemed a waiver of any subsequent breach by the Host of the same or any other term or condition of this Agreement.

#### ENTIRE AGREEMENT

21. This Agreement constitutes the entire agreement between the parties with respect to the subject matter of this Agreement.

#### FURTHER ACTS AND ASSURANCES

22. Each of the parties will, upon the reasonable request of the other, make, do, execute or cause to be made, done or executed all further and other lawful acts, deeds, things, devices, documents, instruments and assurances whatever for the better or more perfect and absolute performance of the terms and conditions of this Agreement.

#### TIME OF ESSENCE

23. Time will be of the essence of this Agreement.

#### SURVIVAL OF PROVISIONS

24. All of the provisions of this Agreement in favour of the Province and the Host and all of the rights and remedies of the Province and the Host, either at law or in equity, will survive any expiration or sooner termination of this Agreement.

#### INTERPRETATION

25. This Agreement will be governed by and construed in accordance with the laws of the Province of British Columbia.
26. The headings appearing in this Agreement have been inserted for reference and as a matter of convenience and in no way define, limit or enlarge the scope of any provision of this Agreement.
27. Any reference to a statute in this Agreement, whether or not that statute has been defined, includes all regulations at any time made under or pursuant to that statute and any amendments to that statute.
28. In this Agreement wherever the singular or neuter is used it will be construed as if the plural or masculine or feminine, as the case may be, had been used where the context so requires.

## SUCCESSORS AND ASSIGNS

29. This Agreement will enure to the benefit of, and be binding upon, the Host and its successors and permitted assigns, and the Province and its assigns.

IN WITNESS WHEREOF the parties hereto have executed this Agreement the day and year first above written.

SIGNED on behalf of Her Majesty the )  
Queen in right of the Province of British )  
Columbia by a duly authorized )  
representative of the Minister of Labour in )  
the presence of:

(Witness)

Deputy Minister of Labour  
for the Minister of Labour

SIGNED on behalf of CITY OF RICHMOND,  
\_\_\_\_\_ in the presence of: \_\_\_\_\_ )

(Witness)

**J. RICHARD McKENNA**  
City Clerk

PAUL E. KENSBICK, SOUTHERN  
CITY OF RICHMOND  
6911 #3 ROAD  
RICHMOND, D.C.  
V6Y 2C1  
276-4104

*J. Halsey - Beant.*  
J. Halsey - Beant.  
Manager

# Casino Gaming, Other Municipalities – Current Status and Future Plans

| Municipality    | Policy  | Existing Casinos <sup>1</sup>   | Future Expansion/<br>relocation  | Municipal<br>Revenue (2000/1) <sup>21</sup>               |
|-----------------|---|---|--|---|
| Burnaby         | - 1997 Resolution<br>- Zoning amendment for<br>slots/no slots   | - Gateway Casino<br>Burnaby<br>- 32 tables<br>- 300 slots   | - None planned   | - \$5,881,648   |
| Coquitlam       | - Land use issues only<br>- Amended OCP to<br>accommodate gaming  | - Great Canadian Casino<br>Coquitlam to open Oct.<br>5, 2001<br>- 36 tables<br>- 300 slot machines  | - None planned   | - N/A   |
| Surrey          | - Gaming Policy, July 2001<br>- must be full service (300<br>slots, 30 tables)<br>- must be in "cluster of<br>tourism facilities"<br>- allows for a maximum of<br>three casinos | - Great Canadian Casino<br>Newton<br>- 28 tables  | - None planned   | - \$906,496   |
| Delta           | - Casinos not permitted   | - N/A   | - N/A  | - N/A   |
| New Westminster | - 1997 Council Resolution used<br>as policy document<br>- Zoning amendments   | - Gateway Casino Royal<br>Towers<br>- 30 tables<br>- 171 slot machines<br>- Royal City Star Casino<br>(Riverboat)<br>- 30 tables<br>- 300 slot machines | - Westminster Gateway<br>Station co-location of<br>two existing casinos (no<br>increase in # of tables,<br>slot machines) under<br>consideration | - Gateway:<br>\$2,075,800<br>- Royal City:<br>\$4,183,392 |
| Nanaimo         | - 1997 Resolution   | - Great Canadian Casino<br>Nanaimo<br>- 18 tables<br>- 300 slot machines  | - None planned   | - \$2,783,780   |

<sup>1</sup> British Columbia Lottery Corporation Annual Report 1999/2000, Honourable G. Collins, Minister of Finance, tabled August 27, 2001.

<sup>2</sup> Gaming Policy Secretariat, "Local government share of casino revenue, fiscal 2000/01".

|           |   |   |  |   |
|-----------|---|---|--|---|
| Vancouver | <ul style="list-style-type: none"> <li>- Zoning guidelines limit Casinos to a maximum of five, allowing only table games</li> </ul> | <ul style="list-style-type: none"> <li>- Grand Casino               <ul style="list-style-type: none"> <li>- 32 tables</li> </ul> </li> <li>- Great Canadian Holiday Inn               <ul style="list-style-type: none"> <li>- 36 tables</li> </ul> </li> <li>- Great Canadian Renaissance               <ul style="list-style-type: none"> <li>- 24 tables</li> </ul> </li> <li>- Gateway Casino, Mandarin Centre               <ul style="list-style-type: none"> <li>- 30 tables</li> </ul> </li> <li>- Royal Diamond               <ul style="list-style-type: none"> <li>- 30 tables</li> </ul> </li> </ul> | <ul style="list-style-type: none"> <li>- None planned</li> </ul> | <ul style="list-style-type: none"> <li>- Grand Casino: \$863,025</li> <li>- Great Canadian Holiday Inn: \$967,965</li> <li>- Great Canadian Renaissance: \$472,427</li> <li>- Gateway Casino, Mandarin Centre: \$701,308</li> <li>- Royal Diamond: \$591,117</li> </ul> |
| Richmond  | <ul style="list-style-type: none"> <li>- Policy 5034, 5034.01 "Casinos – Process for Reviewing"</li> </ul>                          | <ul style="list-style-type: none"> <li>- Great Canadian Casino Richmond               <ul style="list-style-type: none"> <li>- 33 tables</li> </ul> </li> </ul>   | <ul style="list-style-type: none"> <li>- Under review</li> </ul> | <ul style="list-style-type: none"> <li>- \$1,920,587</li> </ul>   |

## General Benefits and Detriments of Gaming

This table presents the general thoughts and findings of the benefits and detriments associated with gaming, as reported from various US and Canadian research studies and reports.

|   | <b>Benefits</b>   | <b>Detriments</b>   |
|---|---|---|
| <b>Geographic location and facilities</b> | <ul style="list-style-type: none"> <li>- Richmond's location and facilities make it a desirable location for an expanded gaming facility because it is:               <ul style="list-style-type: none"> <li>- centrally located within the region;</li> <li>- close to the US border;</li> <li>- home of Vancouver International Airport; and,</li> <li>- contains a significant number of hotels.</li> </ul> </li> </ul>  | <ul style="list-style-type: none"> <li>- Increased traffic circulation would have to be managed.</li> <li>- Public nuisance concerns may need to be addressed (e.g., noise, pollution, traffic congestion).</li> <li>- Sufficient parking must be ensured so as not to encroach on that of neighbouring businesses (see <u>Revenues: Detriments</u> below).</li> </ul>  |
| <b>Revenues</b>                           | <ul style="list-style-type: none"> <li>- Municipal shares from gaming revenues do increase, as does employment, tourism, and business earnings in certain related commercial activities.</li> <li>- Unverified, suggested economic benefits projected by Great Canadian Casinos for an expanded facility in Richmond, with a maximum number of tables and slot machines, are:               <ul style="list-style-type: none"> <li>- Municipal revenue of approximately \$6 million annually;</li> <li>- 300 to 350 jobs;</li> <li>- Increased tourism; and,</li> <li>- Construction investment of \$10-12 million.</li> </ul> </li> <li>- BC generates the least per-adult profit from gambling activities (\$181.93), followed by PEI (\$277.90), while the most is generated by Manitoba (\$491.87), Quebec (\$475.69), and Nova Scotia (\$470.76).</li> </ul> | <ul style="list-style-type: none"> <li>- The average total loss for each adult on provincially run gambling is nearly \$400.00 (Canadian average).</li> <li>- Some consumer money may be diverted away from other existing entertainment and retail activities.</li> <li>- Discussion with Nanaimo indicates that:               <ul style="list-style-type: none"> <li>- merchants in the casino's vicinity have not received anticipated economic spin-offs; and</li> <li>- merchants in the same mall have complained that casino patrons take up most available parking, resulting in a loss of business.</li> </ul> </li> <li>- Some municipal gaming revenue may be required to pay for:               <ul style="list-style-type: none"> <li>- increased policing (see <u>Crime</u> below);</li> <li>- traffic issues;</li> <li>- monitoring of gaming impact; and</li> <li>- prevention and treatment of problem gaming.</li> </ul> </li> </ul> |

| Social Issues | Benefits   | Detriments  |
|---------------|--|---|
|               | <ul style="list-style-type: none"> <li>- Currently, the province ensures that charities are entitled to an amount equal to one-third of ongoing government net community casino gaming revenue, guaranteeing an annual minimum of \$125 million.</li> <li>- In 2001, Richmond City Council approved grant expenditures totalling \$322,100 from Casino Funds to community groups.</li> </ul> | <ul style="list-style-type: none"> <li>- In Canada, few empirical studies on the impact of gaming have been conducted. Research primarily from the US indicates that increased gaming leads to corresponding increases in problem gambling and crime.</li> <li>- A City of New Westminster Planning Department report documents a discussion with their Police Service Victims Assistance Co-ordinator regarding problem gambling. Key points conveyed are that: <ul style="list-style-type: none"> <li>- Impacts of gaming addiction are difficult to pinpoint and monitor;</li> <li>- Incidences of problem gambling in New Westminster are primarily anecdotal;</li> <li>- Incidences may be interrelated with other issues (e.g., spousal assault, alcohol addiction) and are therefore difficult to isolate; and,</li> <li>- it will take time to fully understand how gambling affects residents.</li> </ul> </li> <li>- Of municipalities contacted for this report, the only one attempting to monitor the social impact of casino gaming is Nanaimo (<b>Attachment 5B</b>). <ul style="list-style-type: none"> <li>- The city has allocated \$25,000 to implement a monitoring framework to identify reliable indicators and to build capacity in its local counselling services. Data is not yet available.</li> <li>- Anecdotal evidence from a Salvation Army hostel near the casino indicates that an increased demand for shelter has resulted from those spending all available income at the casino.</li> </ul> </li> </ul> |



|                         | <b>Benefits</b>   | <b>Detriments</b>  |
|-------------------------|---|--|
| <b>Crime</b>            | <ul style="list-style-type: none"> <li>- Generally, no significant increase in overall crime rates has been reported from expanded gaming.</li> </ul> | <ul style="list-style-type: none"> <li>- Incidences of criminal activities linked to the expansion of gaming have been reported. A New Westminster Police Service Report (May 3, 2001) indicates that the two casinos currently operating have had a "limited effect" on crime rates in the immediate areas, although this has not had a significant impact on the city's total criminal activity.</li> <li>- Policing costs may increase. In New Westminster, the cost of five additional police members has been funded through an agreement between the City and the Royal City Star Casino, and a detective has been trained to deal directly with casino-related complaints.</li> </ul>   |
| <b>Problem Gambling</b> | <ul style="list-style-type: none"> <li>- At this time, no consistent, significant increases in problem gambling have been reported.</li> </ul>        | <ul style="list-style-type: none"> <li>- A report prepared for the City of Nanaimo on the social impact of gaming reports from the literature that there are three categories of potential or problem gamblers: <ul style="list-style-type: none"> <li>- "at risk", estimated as 3.5% of the population;</li> <li>- "problem", 2.5%; and</li> <li>- "pathological", 1 to 1.5%.</li> </ul> </li> <li>- The counsellor at Problem Gambling Counselling Services offered by Richmond Alcohol &amp; Drug Team and Richmond SUCCESS reports that approximately 30 clients per year have been served since the program's inception in October 1997.</li> <li>- In the year 2000, 21 calls were made from Richmond to the Problem Gambling Helpline.</li> <li>- Studies reviewed indicated that "the presence of a gambling facility within 50 miles roughly doubles the prevalence of problem and pathological gamblers".</li> <li>- Recent US studies support the notion that gambling expansion is related to increases in problem and pathological gambling.</li> </ul> |

|   | Benefits  | Detriments  |
|---|---|---|
|   |   | <ul style="list-style-type: none"> <li>- Other reports do not indicate a measurable increase in problem gambling. However, the introduction of slots and video lotteries have been recognized as presenting special challenges for problem gamblers (1999 US National Gambling Impact Study Commission Report, City of Vancouver; 1999 Report on Gaming Legislation and Regulation in British Columbia).</li> <li>- Problem gamblers tend to be individuals with lower incomes, in contrast to the low-risk gambler who is typically in the middle to high-income range.</li> </ul> |
| <b>Public Behaviour &amp; Attitudes</b> | <ul style="list-style-type: none"> <li>- Some people are comfortable with the concept of gambling and view it as an acceptable activity.</li> </ul> | <ul style="list-style-type: none"> <li>- Some believe that gambling increases criminal activity and creates or exacerbates social problems (e.g., youth crime, forgery and credit card theft, counterfeiting, loan sharking, domestic violence, child neglect, problem gambling, alcohol and drug offences, indebtedness, bankruptcy).</li> <li>- Public do not want casinos to be located within their own residential neighbourhoods.</li> </ul>  |

#### Sources:

- Penfold, G.E., & Page, M. A monitoring framework to assess the social impacts of casino gaming in the city of Nanaimo, Westland Resource Group for the City of Nanaimo, January 31, 2000.
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- Azmier, J. Canadian Gambling Behaviour And Attitudes: Summary Report. Gambling in Canada Research Report No. 8, February 2000.
- Azmier, J. Gambling in Canada 2001: An Overview. Canada West Foundation, 2001.
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- Problem Gambling Survey, 1996, BC Lottery Corporation, June 29, 1996.
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- City of Surrey, Provincial White Paper on Gaming, March 16, 1999.
- City of Vancouver, Provincial Report on Gaming Legislation and Regulation in British Columbia, February 16, 1999.
- City of Richmond, Provincial Government White Paper on Gaming, February 18, 1999.
- Korn, D.A. Examining Gambling Issues From a Public Health Perspective, Department of Public Health Sciences, University of Toronto, October 12, 2001.

Penfold, G.E., & Page, M. A monitoring framework to assess the social impacts of casino gaming in the city of Nanaimo, Westland Resource Group for the City of Nanaimo, January 31, 2000.

**Table 3: A Monitoring Framework to Assess the Social Impacts of Casino Gaming in the City of Nanaimo**

| Indicator (s)  | Source                         | Frequency           | Reliability | Purpose/Linkages   |
|--|--------------------------------|---------------------|-------------|--|
| <b>Context</b>   |                                |                     |             |  |
| Demographic Profile (age, gender, population projections)  | BC Stats                       | 5 Years Annual Est. | High        | Sets context for assessment                                |
| Socio-economic Profile (individual and household income, participation rates, employment rates and social support rates)   | BC Stats                       | 5 Years Annual Est. | High        | Sets context for assessment                                |
| <b>Casino Use</b>  |                                |                     |             |  |
| User Information (numbers of patrons, user profiles, self-banning rates)   | Great Canadian Casino          | Annual              | Medium      | Identifies levels of casino use, type of user              |
| <b>Impacts</b>   |                                |                     |             |  |
| <b>Crime:</b>  |                                |                     |             |  |
| On site incidents ( call-outs to the casino, related charges e.g., assault, theft, prostitution etc.)                      | RCMP                           | Annual              | High        | Identifies potential crime change                          |
| Related incidents (tied to casino (call-outs, related charges e.g., counterfeit money, illegal tables)                     | RCMP                           | Annual              | High        | Identifies potential crime change                          |
| <b>Addiction:</b>  |                                |                     |             |  |
| BC Problem Gambling Hotline (monthly call frequency)   | Hotline                        | Annual              | Low         | Identifies change in "problem/chronic" levels              |
| Social Service Assessments (numbers/characteristics of assessed pathological and problem gamblers in treatment)            | Agencies                       | Annual              | Medium      | Identifies change in "problem /chronic" gamblers           |
| Social Service Waiting Lists, Wait Periods (time and numbers may indicate change in demand for service)                    | Agencies                       | Annual              | Medium      | Identifies changes in service demand, potential case loads |
| <b>Secondary Impacts:</b>  |                                |                     |             |  |
| Literature review: General social and Economic Impacts (monitor results of new studies for assessment of economic impacts) | City                           | Bi-annual           | Medium      | Identifies related economic impacts                        |
| Key informant survey with service providers, police etc. on social impacts (cross addiction, family, other issues)         | Key experts, service providers | Bi-annual           | Medium      | Identifies related social impacts                          |

## BRIEFING NOTES

### FOR AN IMPROVED RICHMOND COMMUNITY CASINO

#### I. SITE REQUIREMENTS

- accommodate 35,000 sq. ft. for the casino with parking for approximately 600 vehicles;
- physically separated from residential properties and remote from both schools and places of worship;
- excellent access and egress for automobiles on arterial routes to preclude traffic congestion; and
- meets the municipal zoning and/or land use requirements.

#### II. ECONOMIC BENEFITS

- revenue to the City - approximately \$6 million annually;
- construction - typical investment of \$10 - 12 million
  - 50 construction jobs
  - 70 indirect jobs
  - \$15 million in economic activity;
- employment - 300 to 350 permanent jobs with an annual payroll of about \$8.5 million, employment in the City will generate another \$16 million of increased economic activity; and
- increased tourism through marketing campaigns in association with local hotels and the international airport.

#### III. SOCIAL IMPACTS

- studies show that for each 100 persons who participate in gaming of any kind, casinos, lotteries, bingo, racing or raffles, three to four can be classified as having potential problems with gambling while the remaining 97 show no ill-effects. This level of problem behavior is far lower than that caused by other addictions; and
- adverse social impacts arising from casino gaming have not materialized. Where full service casinos have opened in this province, there has been no reported increase in crime per capita;
- a community casino should help to reduce the amount of illegal gambling which occurs in the community. Police estimates put the number of illegal video lottery terminals in the province at about 10,000. Also, with the number of existing illegal gambling and poker clubs, for every dollar spent on legal gaming there are approximately two wagered illegally.
- Great Canadian Casinos, the British Columbia Lottery Corporation and the Provincial Government are committed to mitigating any effects of problem gambling. Information handouts, a toll free help line and self barring programs are currently in place and the Province has committed \$2 million annually toward problem gambling initiatives.

**Richmond Community Casino**  
**Projected Gross Gaming Revenues**  
**For the First Five Years**

|                           | Year 1            |               | Year 2            |               | Year 3            |               | Year 4            |               | Year 5            |               |
|---------------------------|-------------------|---------------|-------------------|---------------|-------------------|---------------|-------------------|---------------|-------------------|---------------|
|                           | \$                | %             | \$                | %             | \$                | %             | \$                | %             | \$                | %             |
| <b>Table Gaming:</b>      |                   |               |                   |               |                   |               |                   |               |                   |               |
| Drop                      | 191,234,000       |               | 196,971,000       |               | 202,880,000       |               | 208,966,000       |               | 215,235,000       |               |
| Daily Average (in \$)     | 523,900           |               | 539,600           |               | 555,800           |               | 572,500           |               | 589,700           |               |
| WIN/Hold                  | 38,246,800        | 46.62         | 39,394,200        | 46.14         | 40,576,000        | 45.66         | 41,793,200        | 45.18         | 43,047,000        | 44.71         |
| % WIN/Hold                | 20.00             |               | 20.00             |               | 20.00             |               | 20.00             |               | 20.00             |               |
| <b>Machine Gaming:</b>    |                   |               |                   |               |                   |               |                   |               |                   |               |
| Daily Average (in \$)     | 120,000           |               | 126,000           |               | 132,300           |               | 138,915           |               | 145,861           |               |
| Average/Machine (in \$)   | 400.00            |               | 412.00            |               | 424.00            |               | 437.00            |               | 450.00            |               |
| Total WIN                 | 43,800,000        | 53.38         | 45,990,000        | 53.86         | 48,289,500        | 54.34         | 50,704,000        | 54.82         | 53,239,200        | 55.29         |
| <b>Gross Revenues</b>     | <b>82,046,800</b> | <b>100.00</b> | <b>85,384,200</b> | <b>100.00</b> | <b>88,865,500</b> | <b>100.00</b> | <b>92,497,200</b> | <b>100.00</b> | <b>96,286,200</b> | <b>100.00</b> |
| <b>Distribution:</b>      |                   |               |                   |               |                   |               |                   |               |                   |               |
| Government/BCLC/Charities | 50,218,272        | 61.21         | 52,316,118        | 61.27         | 54,506,453        | 61.34         | 56,793,528        | 61.40         | 59,181,840        | 61.46         |
| Host Government           | 5,579,808         | 6.80          | 5,812,902         | 6.81          | 6,056,273         | 6.82          | 6,310,392         | 6.82          | 6,575,760         | 6.83          |
| GCC - Operators Share     | 26,248,720        | 31.99         | 27,255,180        | 31.92         | 28,302,775        | 31.85         | 29,393,280        | 31.78         | 30,528,600        | 31.71         |
| <b>Total</b>              | <b>82,046,800</b> | <b>100.00</b> | <b>85,384,200</b> | <b>100.00</b> | <b>88,865,500</b> | <b>100.00</b> | <b>92,497,200</b> | <b>100.00</b> | <b>96,286,200</b> | <b>100.00</b> |

Notes: (1) Projections based on 20% hold rate.

(2) Table revenues based on Y.T.D. actuals from BCLC.

(3) Slot revenues on adjusted Y.T.D. actuals from BCLC for casino in the Lower Mainland.

(4) Based on 40% of Table WIN and 25% of Machine WIN.

September 5, 2001



**City of Richmond**  
Urban Development Division

# Memorandum

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**To:** Mayor and Council **Date:** January 16, 2002  
**From:** Lesley Sherlock **File:** 4055-01  
 Social Planner  
**Re:** 1. **RCMP Crime Report Associated with the Great Canadian Casino and Gambling Observations**  
 2. **Gaming Policy Changes**

---

## 1. RCMP Crime Report Associated with the Great Canadian Casino and Gambling Observations

Please find attached a statistical report (**Attachment 1**) submitted by the RCMP Richmond City Detachment on crime associated with the Great Canadian Casino at 8440 Bridgeport Road. Figures indicate the total number of specific crimes that occurred between January 1996 and January 2002.

In addition to the statistical report, some gambling observations were conveyed:

- Increased surveillance and security at the Nanaimo casino reduced crime. Partnerships between the RCMP and casino security were formed, e.g., use of casino equipment to monitor criminal groups.
- Organized crime is not usually associated with slot machines. Money laundering is usually associated with other forms of gambling. Therefore, this type of crime is not anticipated to increase with the addition of slot machines.
- Electronic gaming is available through the Internet, Wireless Application Protocol, Interactive TV and the telephone. It is preferable to offer on-site gambling that is managed by legitimate operators, minimizes criminal activity and contributes funds to social challenges.
- Indirect crime and social problems may be associated with gambling. In Nanaimo, some casino revenue was allocated to the prevention and treatment of problem gambling.

## 2. Gaming Policy Changes

The Executive Director of the Gaming Policy Secretariat conveyed in a telephone conversation (January 14, 2002) that gaming policy changes would precede the new legislation anticipated in the Spring of 2002. Casino expansion and relocation will be addressed in policy rather than legislation. The policy may be announced in late January or February 2002.

Lesley Sherlock  
Social Planner  
LS:ls  
Att. 1

## **Statistical Crime Reporting Associated** **to the Great Canadian Casino at** **8440 Bridgeport Road**

*(It should be noted that the stats Canada crime report below associates reported crime to the above noted address. This does not always reflect actual criminal offenses that may or may not have occurred inside/outside the Great Canadian Casino.)*

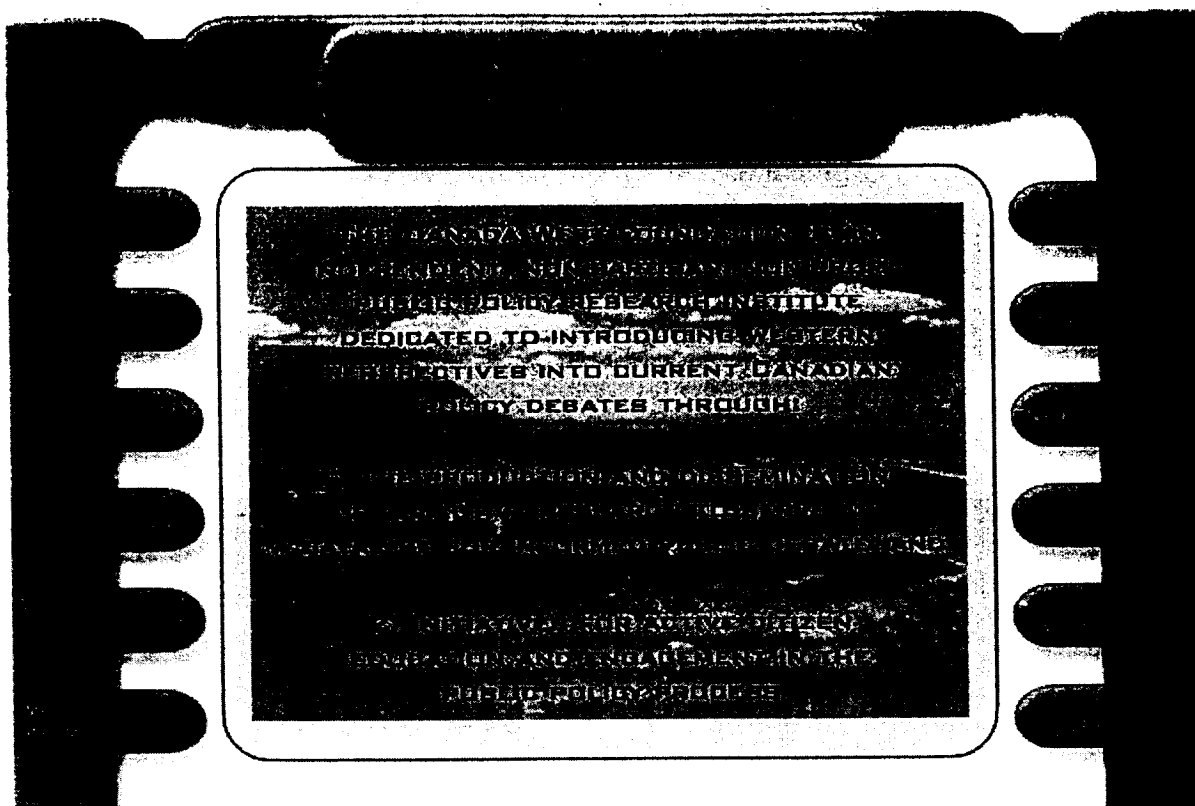
The following occurrences is a reported guideline of statistical offenses from 1996-01-01 to 2002-01-14:

|                                  |                                     |
|----------------------------------|-------------------------------------|
| Counterfeit Currency: 84         | Unspecified Assist: 5               |
| Firearms: 1                      | Cocaine-traffic: 1                  |
| Property damage: 2               | Assault weapon-cause bodily harm: 1 |
| Other Criminal Code: 7           | Susp person/vehicle: 1              |
| Other Theft: 10                  | Property damage <5,000: 3           |
| Theft from Motor Vehicle: 10     | Lost/Found items: 1                 |
| Auto Theft: 7                    | Abandoned vehicle: 1                |
| Other Robbery: 4                 | Property damage > 5,000: 1          |
| Disturb the Peace: 2             | Weapons Possession: 2               |
| Liquor Act: 2                    | Suspicious Person: 1                |
| Non-Injury Collision: 1          | Counterfeiting: 3                   |
| Possession of stolen property: 1 | False Alarms: 3                     |
| Assault-level II: 2              | Other Frauds: 1                     |
| Non-Fatal Injury Accident: 1     | AC04 Betting House: 0               |
| Heroin possession: 1             | AC05 Gaming house: 0                |
| Bail Violation: 1                | AC06 Other Gaming & Betting: 0      |
| Theft over \$5,000: 2            |                                     |

## **Attachment 6**

### **Canada West Foundation Information**





TUES APR 30, 2002 12:06:19 PM

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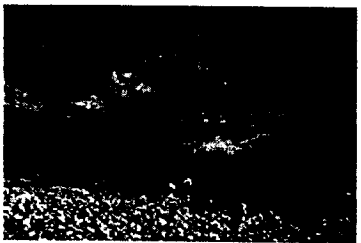
### Canada West Has Moved

The Canada West Foundation moved offices on August 15, 2001. Our new address is 10th Floor, 1202 Centre Street South, Calgary, Alberta.



### Building the New West

Western Canada is being transformed by burgeoning urbanization, increased social complexity, and new technology. The public policy choices made today will have a decisive impact on the prosperity of generations to come. It is imperative, therefore, that the West make the right choices. The Canada West Foundation began the Building the New West Project in 2000 to address the strategic positioning of western Canada within the global economy. For more information, go [here](#).



### Recent Media Advisories

For recent Media Advisories, Summaries, and Fact Sheets, go [here](#).

### Recent Reports

| Date          | Title  |
|---------------|--|
| March 2002    | <a href="#">Culture and Economic Competitiveness: An Emerging Role for the Arts in Canada</a>                  |
| February 2002 | <a href="#">Regional Approaches to Services in the West: Health, Social Services and Education</a>             |
| January 2002  | <a href="#">Enhanced Urban Aboriginal Programming in Western Canada</a>  |
| January 2002  | <a href="#">Framing a Fiscal Fix-Up: Options for Strengthening the Finances of Western Canada's Big Cities</a> |
| December 2001 | <a href="#">Glocalism: The Growing Importance of Local Space in the Global Environment</a>                     |
| December 2001 | <a href="#">Urban Nation, Federal State: Rethinking Relationships</a>  |
| November 2001 | <a href="#">Gambling in Canada: Final Report and Recommendations</a>   |
| October 2001  | <a href="#">Building Better Cities: Regional Cooperation in Western Canada</a>                                 |
| October 2001  | <a href="#">Dollars and Sense: Big City Finances in the West, 1990-2000</a>                                    |
| October 2001  | <a href="#">Gambling@Home: Internet Gambling in Canada</a>   |
| October 2001  | <a href="#">Building the New West: A Framework for Regional Economic Prosperity</a>                            |

September 2001 [Urban Aboriginal People in Western Canada: Realities and Policies](#)  
August 2001 [Triumph, Tragedy or Trade-off? Considering the Impact of Gambling](#)  
August 2001 [Gambling in Canada 2001: An Overview](#)  
June 2001 [Looking West: A Survey of Western Canadians](#)  
June 2001 [E-Municipalities in Western Canada](#)  
June 2001 [First Nations Gambling Policy in Canada](#)  
For older reports, follow the links under **Research Projects** or, alternatively, check under **Publications** .

**Recent Citizen Engagement Events**

Canada West frequently hosts or co-hosts citizen engagement events. To learn more, go [here](#) .

**Canada West Foundation**

Linking Policy to People Since 1971  
[cwf@cwf.ca](mailto:cwf@cwf.ca)

## OVERVIEW OF SELECTED CANADIAN GAMING RESEARCH

### 1. Sources

Canada West Foundation  
P.O. Box 6572, Station D Calgary, AB T2P 2E4  
Ph: (403) 264-9535 Fax (403) 269-4776 E-mail: cwf@cwf.ca

### 2. Reports Summarized

- (1) Gambling in Canada 2001: An Overview - August 2001.
- (2) Triumph, Tragedy, Or Tradeoff? Considering The Impact Of Gambling - August 2001.
- (3) Canadian Gambling Behaviour And Attitudes: Main Report - December 2000.
- (4) Gambling And Crime In Western Canada: Exploring Myth And Reality - September 14, 1999.
- (5) The State Of Gambling In Canada: An Interprovincial Roadmap Of Gambling - October, 1998:
- (6) Gambling@Home: Internet Gambling In Canada - October 2001.

### 3. GAMBLING IN CANADA 2001: AN OVERVIEW - August 2001

#### Background

- Canada has a unique gambling policy structure.
- Unlike many international counterparts, gambling operates exclusively under the control of the provincial and territorial governments.
- A consequence of this decentralized structure is a lack of national or comparative data on gambling as a whole.
- This report addresses that deficiency and provides an all-encompassing snapshot of gambling.
- It analyzes:
  - (1) the number and types of gambling available;
  - (2) the amount of revenue provinces and charities receive from gambling;
  - (3) problem gambling and treatment;
  - (4) participation and attitudes toward gambling; and
  - (5) government policy on gambling.
- Using 37 graphs and accompanying text, the report creates a unique data set that reconciles the different ways in which gambling data are presented in each province.

#### Key Findings

- There are over 100,000 places to make a bet in Canada.
- Canadians and visitors can choose to gamble at:
  - (1) 38,252 VLTs,
  - (2) 31,537 slot machines,
  - (3) 32,932 lottery ticket centres,
  - (4) 1,880 bingo halls with permits,
  - (5) 59 permanent casinos,
  - (6) 70 race tracks (20 with slot machines) and
  - (7) 107 teletheatres.
- The total net profit, or what the governments keep after expenses and commissions are paid, for provincial and territorial governments was \$5.5 billion in 1999/2000.
- Gambling leads "sin" tax revenues for the provinces. At \$5.5 billion, provincial net gambling revenue is just shy of the \$5.9 billion that the provinces net from the sales of alcohol and tobacco combined.
- Total gross profits, or the amount left over after players' prizes have been paid but before expenses have been paid, were estimated at \$9 billion by Statistics Canada for 2000.
- Looking at the difference between the gross and net figures, a big chunk of revenue, \$3.5 billion, is the cost of operating gambling.

- On average, gambling contributes 3.41% of all provincial revenue sources.
- The provinces that benefit most from gambling activity are:
  - (1) Nova Scotia 5.08%
  - (2) Saskatchewan 4.68%
  - (3) Alberta 4.58%,
  - (4) Newfoundland 4.41%.
- (1) The average total loss for each adult on provincially-run gambling is nearly \$400.
- (2) The per adult profit from their gambling activities is:
  - (1) Manitoba \$491.87
  - (2) Quebec \$475.69
  - (3) Nova Scotia \$470.76
  - (4) BC \$181.93
  - (5) PEI \$277.90
- Net revenues from EGM (electronic gambling machines like slot machines and VLTs) activity in lounges and racetracks (not including slots in casinos) have risen 1,369% (from \$122 million to \$1.8 billion) over the last 8 years.
- Over this time, casino activity has increased 573% (from \$270 million to \$1.9 billion) and lotteries rose 19% (from \$1.6 billion to \$1.9 billion).
- Charity-run gambling in Canada generated \$712 million in net revenue in 1999/2000.
- Combined with the \$5.5 billion in net revenue made by the provinces, total net revenue from gambling in Canada was \$6.3 billion in 1999/00.
- In total, charities generated about 11% of all gambling revenue and governments the remaining 89%.
- Gambling Treatment Programs
  - Combined, the provinces spent over \$28 million on problem gambling treatment programs in 1999/2000, or about \$1.20 for every adult Canadian.
  - No province (except PEI) spent more than 1% of their gambling revenue on problem gambling treatment, education or prevention programs.
- Gambling activity in Canada employs an estimated 47,500 persons as either regulators or operators of gambling for government or within gaming management companies.
- In general, gambling policy continues to evolve in Canada with only a minimum of opportunity for public involvement in the decision-making process.

### Methodology

- The data for this roadmap were obtained by Canada West researchers who canvassed the more than 40 provincial/territorial agencies involved in gambling over a 15-month period starting in May 2000.
- Initial data requests were followed by re-submissions to different agencies, obtaining departmental approval to release some data, and, in some cases, waiting for missing data.
- Despite the length of time that has passed since those initial attempts, it was not possible to develop a complete data set for all provinces.
- The data include the best available estimates when the actual data are unknown.

### Author

- Gambling in Canada 2001: An Overview was written by Jason J. Azmier, Canada West Foundation Senior Policy Analyst and Director of Gambling Studies (azmier@cwf.ca).

#### 4. TRIUMPH, TRAGEDY, OR TRADEOFF? CONSIDERING THE IMPACT OF GAMBLING - August 2001

##### Background

- Gambling in Canada generated \$5.5 billion in net profit for the provinces and territories in 2000, and revenues have grown in size every year since 1992.
- With the revenue generated by this expansion, governments have provided opportunities for economic development and employment growth, lowered taxes, paid down debt, funded social programs and provided entertainment opportunities.
- Gambling expansion can also increase the negative aspects of gambling including higher levels of gambling addiction, bankruptcy, lower job productivity, family and marital stress, and crime.
- The amount of damage that has been created by this increase in gambling is unknown.
- The speed at which gambling expanded in Canada has raised concerns about whether due care is being taken in the development of provincial gambling policy.
- This paper considers the impacts of gambling and addresses the many obstacles surrounding the collection of relevant data, obstacles that hinder our ability to conclude whether gambling expansion is good or bad for Canada.

##### Key Findings

- The current inability to assess gambling's impact fundamentally clogs the process of developing gambling policy. An understanding of the impact of gambling's expansion is a prerequisite to the development of appropriate policy.
- Research studies have been unable to provide a comprehensive answer to gambling's impact for two reasons:
  - First, attributing most gambling related impacts (stress, job loss, entertainment) to the actual act of gambling has proven extremely difficult.
  - Second, even if researchers find costs and benefits that can be linked back to gambling, their ability to value these costs and benefits against one another becomes problematic.
- A public health approach to measuring gambling's impact addresses the problems of valuing the cost of gambling by focusing research on what should be the primary goal of gambling policy: to maximize the benefit of gambling while minimizing the harm.

##### Implications for Policy Development

- In order to better understand how gambling impacts communities, efforts to collect data need to increase.
  - Our knowledge of the socio-economic impacts of gambling is limited due in part to the fact that an active, transparent and uniform attempt to collect data throughout all regions has not been initiated.
  - Provincial gaming authorities should be given the mandate and resources to collect gambling-relevant data at regular and consistent intervals.
- Data collected should be publicly available for independent analysis so that all stakeholders in regions that are impacted by the expansion of gambling are better informed of the costs and benefits.
  - This will allow communities to make decisions based on their own unique values.
  - A greater awareness of the benefits and costs of gambling would also provide citizens with an opportunity to guide their responses to public referenda and gambling policy reviews.

- While some data do exist to measure the effects of gambling on communities, it is important to realize their limitations. At best, currently available data can be a valuable tool to help identify policy areas that warrant additional research.
- They should not be considered as wholly predictive or explanatory.
- It is important that the success of policies and effects of gambling are reviewed on a continual basis after gambling has been introduced to a community.
- Changes in community and economic data and social indicators after gambling has been established in a region should be noted and regularly evaluated.
- Once gambling has expanded, the direction of future policy should not be seen as wholly irreversible or inevitable.
- The direction of future policy may be dependent on whether gambling has satisfied the community health goals established when gambling was originally introduced.

### Methodology

- The information contained within this report came through a detailed review of the Canadian and international gambling research literature, conference summaries, existing gambling impact studies and national gambling policy reviews in Australia and the United States.

### Authors

- **Triumph, Tragedy of Trade-off? Considering the Impact of Gambling** was written by Jason J. Azmier, CWF Senior Policy Analyst, Robin Kelley, CWF Policy Analyst and Peter Todosichuk, CWF Intern.

## 5. CANADIAN GAMBLING BEHAVIOUR AND ATTITUDES: MAIN REPORT - December 2000

### Executive Summary

#### Background

- Gambling is ubiquitous in Canada.
- Although it has only been 30 years since the first lotteries were introduced in Canada, there are now over:
  - 50 permanent casinos
  - 21,000 slot machines
  - 38,000 video lottery terminals
  - 20,000 annual bingo events
  - 44 permanent horse race tracks in Canada
- Over the same period, a national debate has emerged over the appropriate level of gambling in our communities.
- To date, Canada's gambling debate has not been informed by public opinion data. The Canada West Foundation's Public Opinion on Gambling survey attempts to fill this void.
- The Public Opinion on Gambling survey provides a benchmark of gambling behaviours and attitudes across Canada.
- The survey findings provide a context for current debate, and can be used to track future changes in gambling opinion and behaviour.

#### Key Findings

- 72% of Canadians participated in the last year in regulated (e.g., lotteries, casinos, bingo) and unregulated gambling (e.g., sports pools, bets with friends, stock speculating);
- 63% of Canadians feel that, on the whole, gambling is an acceptable activity in their province;
- 68% of Canadians feel that gambling has not improved the quality of life in their community;
- 84% of Canadians feel that government should hold public consultations before introducing new forms of gambling;
- 63% of Canadians agree that it is their right to gamble regardless of the consequences, 32% disagree;

- 77% of Canadians feel that governments should do more to limit the negative effects of problem gambling;
- 92% of Canadians feel that gambling is inevitable and that people will find a way to gamble even if it was made illegal;
- 32% of Canadians indicated that they know someone "who is a problem gambler, that is they spend more than they can afford on gambling."

### **Conclusions and Implications**

- Opinions vary significantly by region.
- Ontario respondents are the most tolerant of gambling and the least likely to view gambling as a problem, while Atlantic respondents are the least tolerant of gambling and most likely to see it as detrimental to communities.
- The policy debates on gambling tend to be driven by smaller strongly opinionated groups.
  - 60% of Canadians feel that gambling has no overall impact on their communities;
  - 24% perceive a negative impact
  - 9% feel gambling has had a positive affect on their communities.
- Canadians accept gambling in part because it is seen as an inevitable part of their culture.
- Within this context, they support government regulation and control of gambling;
  - 47% of Canadians are satisfied with the current level of restrictions on gambling,
  - 43% would like more restrictions
  - 7% would like to see less restrictions.
- The study found that in some key policy areas public opinion appears at odds with current government policies:
- Video lottery terminals (VLTs) are widely available in bars and lounges in \* provinces;
- 70% of Canadians think VLTs should only be available in casinos and race tracks.
- Canadians are split on whether VLTs should be banned altogether:
  - 43% disagree
  - 41% agree)
- First Nations groups have limited opportunities to operate gambling in Canada;
- 52% of Canadians think that governments should license First Nations on-reserve gambling, while 34% disagree.
- Provinces currently retain 80-85% of gambling revenue in Canada while charities share 15-20% of this revenue.
- However, 43% of Canadians believe that charities should be the primary benefactor of gambling revenue; while only 17% believe that the provinces should.
- **Methodology**
  - The survey interviewed 2,202 Canadians from across the country in June 1999.
  - There is a 95% certainty that the results are accurate to within +/- 2.1%.
- **Author**  
**Canadian Gambling Behaviour and Attitudes: Main Report** was written by Jason J. Azmier, Canada West Foundation Senior Policy Analyst and Director of Gambling Studies (azmier@cwf.ca).



**6. GAMBLING AND CRIME IN WESTERN CANADA: EXPLORING MYTH AND REALITY - Tuesday, September 14, 1999**

- **FOR IMMEDIATE RELEASE:**  
**"Study finds that gambling-related crime is not rampant across Western Canada, but remains a source of concern for law enforcement agencies"**
- Calgary, Alberta: Canada West Foundation released today another study under its Gambling in Canada project.
- The study, entitled Gambling and Crime in Western Canada: Exploring Myth and Reality, was authored by two of Canada's leading experts on gambling issues, Drs. Garry Smith and Harold Wynne.
- The report presents a first of its kind examination of the relationship between gambling and crime in Canada.
- Based on interviews with law enforcement, regulatory and judicial personnel dealing with gambling crime, the authors set out to examine the extent to which illegal gambling, gambling-related crime, and crimes by problem gamblers impact on our communities.
- CWF president Roger Gibbins notes, "Crime is one of the many yet-to-be quantified social costs associated with the expansion of gambling."
- This study, although preliminary in nature, significantly increases our understanding about the often misunderstood relationship between gambling and crime."
- The scope of the study includes:
  - an examination of the statutes and literature on gambling and crime;
  - an analysis of print media coverage of gambling and crimes;
  - illegal gambling;
  - crimes associated with legal gambling;
  - crimes perpetrated by problem gamblers;
  - law enforcement responses to gambling crimes; and
  - the impact of gambling-related crime on the court system.
- Main findings of the report suggest that:
  - illegal gambling is not pervasive throughout western Canada. It is, however, extensive in the four largest cities (Vancouver, Calgary, Edmonton, and Winnipeg), less so in medium-sized cities, and a minor concern in rural areas.
  - there is no evidence that organized crime has infiltrated legal gambling operations in western Canada.
  - the legal gambling industry has not been contaminated by organized crime because it is, essentially, a publicly owned, operated and regulated enterprise.
  - the dearth of corruption associated with western Canadian legal gambling operations is a result of provincial gaming licensing and regulatory procedures being effectively implemented, monitored, and enforced.
  - gambling venues, notably casinos and racetracks, act as magnets for certain types of crime.
  - for instance, it is well known to police that casinos and racetracks are preferred locations for laundering the proceeds of crime.
  - the types of crimes committed by problem gamblers include theft, forgery, embezzlement, fraud, credit card scams, domestic violence, break and enters, and suicide.
  - the consensus of both police officials and gaming regulators is that legal gambling formats are well regulated, but that illegal gambling enforcement is severely deficient.
- The study concludes with recommendations to limit the harm caused by gambling-related crime and to increase our knowledge of this social issue.

- The recommendations include:
  - the development of an inter-provincial task force of municipal police, RCMP, and gaming regulators to sort out the roles and responsibilities of each organization and to develop a co-operative approach to policing illegal and legal games.
  - amending the criminal code to allow single event sports betting, thereby decriminalizing this popular and less harmful activity.
  - the development of a provincial regulatory audit mechanism to review gambling industry contracts to ensure that gambling's expansion occurs free of corruption.
  - encouraging the provincial governments to make their own games more consumer friendly (e.g., better odds) and to devote more time to policing the illegal games.
  - requiring enforcement agencies to gathering evidence on the extent of gambling related crime by beginning to record crimes as gambling-related when it is clearly a factor in the investigation.
  - creating programs to educating citizens about the need to gamble responsibly in order to reduce the crimes perpetrated by problem gamblers
- The full 128 page report can be ordered from Canada West Foundation for \$20.
- A 20-page summary report of the study is available for \$3 or is now available for download free of charge at Canada West's website ([www.cwf.ca](http://www.cwf.ca)).

### (3) MEDIA CONTACTS

Dr. Garry Smith, Professor Emeritus, University of Alberta (780) 492-5052  
 Dr. Harold Wynne, Wynne Resources (780) 488-5566  
 Dr. Roger Gibbins, CWF President (403) 264-9535 ([rgibbins@cwf.ca](mailto:rgibbins@cwf.ca))  
 Mr. Jason Azmier, CWF Director of Gambling Studies (403) 264-9535 ([azmier@cwf.ca](mailto:azmier@cwf.ca))

## 7. THE STATE OF GAMBLING IN CANADA: AN INTERPROVINCIAL ROADMAP OF GAMBLING - October 1998:

- The first report of the Canada West Foundation 3-year Gambling in Canada Project was released today.
- The report, The State of Gambling in Canada: an Interprovincial Roadmap of Gambling and its Impact, presents a cross-Canada examination of the scope and impact of gambling and gambling revenues.
- Net revenues from gambling have increased 76% in the last 5 years, says latest Canada West Foundation study
- The roadmap considers six factors:
  - (1) what the latest gambling research tells us about the costs and impact of problem gambling;
  - (2) the types of games available in Canada and net gambling revenues;
  - (3) charitable and non-profit funding from gambling;
  - (4) problem gambling and treatment subsidies;
  - (5) new provincial gambling regulations and citizen consultations; and
  - (6) government accountability in regard to gambling policy.
- Main findings of the report include:
  - (1) overall Canadian net gambling revenues (after prizes and payouts) have increased 76% in the last 5 years from \$2.7 billion in 1992/93 to over \$4.8 billion currently;
  - (2) per adult revenue generated from gambling
    - Saskatchewan - \$404
    - Alberta - \$340
    - British Columbia- \$161
    - Ontario - \$167
    - New Brunswick - \$171

- (3) net provincial revenue from VLTs and slot machines totaled \$1.3 billion (an increase of 990% since 1992);
  - (4) the Alberta (4.0%) and Manitoba (3.9%) governments are the most reliant upon gambling revenue as a percentage of total government revenue; and
  - (5) net revenues from lotteries, casinos, and video lottery have increased in the last five years while revenue from horse racing, raffle tickets/pull-tabs each decreased 11%.
- As CWF president Roger Gibbins notes, "The roadmap shows two things:
    - (1) first, gambling activities contribute a significant portion of government and non-profit revenues; and
    - (2) second, there exists substantial variance between the provinces on their approach to gambling. As a consequence, there is a pressing need for independent, accurate, and Canada-wide information."
  - The report also includes a 2-page supplement of specific gambling data and current research related to video lottery terminals.
  - This supplement considers the research on the unique characteristics of VLTs as a form of gambling.
  - The report found that:
    - Manitoba has 1 VLT for every 177 adult resident
    - New Brunswick has 1 VLT for every 158 adult resident
    - Alberta has 1 VLT for every 355 adult resident
    - Quebec has 1 HLT for every 376 adult resident
  - Despite having the fewest machines, the study also found that Alberta leads the nation in total revenue and per adult revenue derived from VLTs.
  - The report concludes by examining the degree to which provincial governments are accountable to their citizens.
  - Using three criteria (transparency, research, and consultation) the provinces are graded in relation to each other for their efforts to inform and consult with citizens on the gambling activities of the governments.
  - Using this scale, Alberta and Nova Scotia received the highest citizen accountability grades; Newfoundland and Ontario received the lowest scores.

## **8. GAMBLING@HOME: INTERNET GAMBLING IN CANADA - October 2001**

### **Executive Summary**

#### **Background**

- With the advent of Internet commerce and the establishment of Internet gambling sites offshore, it has been speculated that legalized gambling in Canada will soon expand to include online gambling.
- The Criminal Code of Canada, however, specifically restricts the way in which Internet gambling could be introduced.
- Provincial governments are permitted to operate computer-based lottery schemes like Internet gambling but they cannot license others to do so.
- Further, any province that did wish to offer Internet gambling could not take bets from out of province residents unless that other province allowed it.
- Finally, any type of gambling on the Internet would have to be legally available in Canada, leaving the most popular type of online gambling—single event sports betting—prohibited.
- Gambling@Home: Internet Gambling in Canada outlines the current state of Internet gambling in Canada, details unique policy aspects of online gambling, considers international approaches to online gambling, and speculates on the possible future of Canadian Internet gambling.

- The paper concludes with policy recommendations to ease any future transition to Internet gambling.

### Key Findings

- Few Canadians gamble online.
- A 1999 Canada West Foundation survey found that less than 0.5% of people who gamble have gambled through the Internet.
- Estimates are that Canadians comprise:
  - about 1% of patrons to Internet gambling sites in the UK, and
  - up to 3% of all online bets processed at a major Australian Internet gambling site.
- Industry profiles suggest that the online gambler tends to be in the lowest income demographic of Internet users, has a higher than average probability of making an online purchase, and is older than the average Internet user.
- Online gambling has unique potential to increase the social cost of gambling and problem gambling because it combines the acknowledged "double threat" of high speed and convenient access with a technology that appeals to youth. Unregulated Internet gambling also has a potential for criminal involvement.
- Some countries are attracted to the potential that Internet gambling has to import international gambling revenue. The by-product is that these countries become exporters of the social cost of problem gambling.

### Implications for Policy Development

- The future of Internet gambling in Canada is unknown.
  - It will depend as much on consumer tastes as on government policy or court decisions.
  - It is not clear that a reasonable market for Internet-based gambling in Canada exists, nor is it clear that such a market could be created.
  - The following recommendations address this uncertainty.
- (1) **Any introduction of legalized Internet gambling by provinces or their licensees should only be done with a clear statement of public support.** Prior to introducing new forms of gambling that will disrupt the existing gambling market and incur more social costs, there needs to be a demonstrated measure of public support. This public support does not exist at present.
  - (2) **Any introduction of domestic Internet gambling by provinces or their licensees should be done under an interprovincial framework agreement.** The potential to "poach" gamblers from another province presents a problem that is best resolved through provincial cooperation and technological advances.
  - (3) **Problem gambling treatment, prevention and education programs need to include efforts to target problems associated with current and future Internet gambling.** Education, research and prevention efforts should be targeted to ward off future problems by identifying the specific dangers of online gambling.
  - (4) **Policing and law enforcement efforts to reduce illegal Internet activity by Canadian companies should be increased.** Increasing both the penalties for taking illegal gambling bets and the frequency of monitoring will serve as an incentive for Canadian Internet companies to develop stricter means of screening out Canadian players.
  - (5) **Research is needed on the various aspects of the prohibition or legalization of online gambling nationally and internationally.** Countries with experience in legalization and prohibition of online gambling (e.g., Australia) should be examined as case studies to highlight the potential policy implications for Canada.

### Methodology

This report is based upon Canada West Foundation survey data, data obtained by Canada West from Internet gambling companies, gambling consulting organization publications and international media sources.

**Authors**

**Gambling@Home: Internet Gambling in Canada was written by Robin Kelley, CWF Policy Analyst, Peter Todosichuk, CWF Intern and Jason J. Azmier, CWF Senior Policy Analyst**

Prepared by:  
Policy Planning Department  
City of Richmond

## **Attachment 7**

### **Existing Gaming Resolutions and Policies**

SPECIAL COUNCIL MEETINGMONDAY, NOVEMBER 12TH, 1997RES. NO.   ITEM

6.

in favour of the expansion of gaming casinos in the city. He stated that the applicant would provide waterfront access to the foreshore at Bridgepoint Landing.

- (bb) Mr. Howard Blank, 1563 West 65th Avenue, spoke in favour of the expansion of gaming casinos in the city and briefly reviewed the type of marketing which would be used by the casinos.
- (cc) Ms. Winnie Chow, resident of Richmond, spoke in opposition to the expansion of gaming facilities in the city, based on personal experiences in her family.
- (dd) Ms. Brenda Crowman, resident of Delta, spoke in support of the expansion of gaming facilities within the city.
- (ee) Mr. Conrad Desjoullet, 3480 Main Street, Vancouver, spoke in favour of the expansion of gaming facilities within the city.

SP97/6-2

4.

It was MOVED and SECONDED

*That Committee rise and report (11:03 p.m.).*

CARRIED

RATIFICATION OF COMMITTEE ACTION - TUESDAY  
NOVEMBER 4TH, 1997

6. REVIEW PROCESS FOR PROPOSED GAMING FACILITIES IN  
RICHMOND

(Report: Oct. 27/97; File No.: 4040-04)

SP97/6-3

It was MOVED and SECONDED

*That Council ratify the following direction of the Planning Committee:*

*That the amended Process for Reviewing Proposed New Gaming Facilities (attached to the report dated October 27th, 1997, from the Manager, Land Use), be adopted, and that the previous Process, adopted by Council on September 22nd, 1997 (Res. No. R97/17-27), be rescinded.*

*INTEL. ACTION POLICIES ARE 5034 + 5034.01 (ATTACHED)* CARRIED

7.

PROPOSED GAMING FACILITIES

(Report: Nov. 6/97; File No.: 4040-04)

SP97/6-4

It was MOVED and SECONDED

*That the proponents who have requested letters of City support for proposed gaming facilities be advised that the City of Richmond is not prepared to consider any new gaming facilities within its jurisdiction, and that the Provincial Lotteries Advisory Committee also be advised of this decision.*

223

CARRIED



|                   |   |                    |
|-------------------|---|--------------------|
| Page 1 of 1       | Adopted by Council: Sept. 22/97; Re-adopted Nov.12/97 | <b>POLICY 5034</b> |
| File Ref: 4040-00 | <b>CASINOS – PROCESS FOR REVIEWING</b>                |                    |

## **POLICY 5034:**

It is Council policy that:

The City of Richmond shall follow the terms and conditions under which the provincial government evaluates new gaming opportunities (casinos and bingo halls):

- A proposal must have demonstrable local government support and will only be considered after the local government has indicated, **through a resolution**, that it favours additional gaming facilities.
- Adjacent communities will have input into the process and the opportunity to demonstrate whether a new gaming facility will have a demonstrable material impact upon them.

The goals of the policy, and the companion administrative procedures, are:

### **1. For proposals within Richmond:**

- To assist Richmond City Council to determine whether or not it is prepared to consider in principle any new gaming establishments in Richmond.
- To assist Council in formulating a preliminary list of land use, transportation, servicing, environmental, social and economic/financial factors which Council considers to be appropriate and important for Richmond and which should be factored into the Provincial Lottery Advisory Committee (LAC) evaluation of individual proposals.

### **2. For proposals within adjacent municipalities:**

- To assist Council to determine whether or not there are any demonstrable material issues or concerns, which impact on Richmond and which need to be resolved as part of any LAC approval.

(Urban Development Division)



**ADMINISTRATIVE POLICY 5034.01:****For proposals within Richmond:**

1. Staff will prepare an information package outlining the process for deciding if any new gaming facility should be considered.
2. Council will establish a deadline for date for submission of "Requests for Local Government Support".
3. Staff will host a Public Information Meeting. The purposes of such a meeting are:
  - To give the proponents an opportunity to inform the public of the number, types and location of proposed new gaming facilities, and
  - To give the public an opportunity to express any issues or concerns regarding each proposal.

The comments for the Public Information Meeting will be summarized for Council's information.

4. As a basis for deciding if any new gaming facilities should be considered in principle, staff will review each proposal in terms of a preliminary list of factors, such as land use, transportation, servicing, environmental, economic/financial and social. These factors may be augmented by any additional concerns raised at the Public Information Meeting.
5. Staff will submit a report to Council.
6. Council will decide, by resolution:
  - a) whether or not it is prepared to consider in principle any new gaming facility (Council is not expected to say whether or not they support a particular proposal); and
  - b) what preliminary factors should be considered as part of the provincial Lottery Advisory Committee (LAC) evaluation process.

This decision is to be conveyed by letter to the proponent with a copy to LAC.

The following **preliminary factors** will be considered by Council in deciding whether or not to consider any new gaming facilities in Richmond:



## Land Use:

- Does the proposal satisfy the Official Community Plan and/or Area Plan goals, objectives and policies?
- Is the proposed site within a commercial zone or designated commercial area?
- Is it proximate to other similar and complementary land uses?
- Does it have any negative impacts on surrounding land uses, such as residential, schools, institutional?

## Transportation:

- Does the proposed site have adequate access for all transportation modes, including cars, buses, bicycles (for employees) and pedestrians (from nearby hotels, restaurants)?

## Servicing

- Is the site serviced or can be readily serviced with all necessary utilities (i.e. water for fire protection, sanitary sewers, storm drainage)?
- Will the proposal result in infrastructure improvements (e.g. roads and transit) that will benefit the community?

## Environmental

- Is the site in an environmentally sensitive area?
- Will the proposal have any adverse effects on the physical environment?

## Economic/Financial

- Will the proposal act as a catalyst for development or redevelopment?
- Will the proposal boost existing business and/or generate permanent new jobs and business opportunities?
- Will the proposal have negative impacts on existing gaming facilities and other businesses?
- Will the proposal generate net revenues for the City (i.e. will revenues cover the cost of extra policing)?
- Will the proposal generate revenues for local charities?



## Social

- Does the nature of the proposal (e.g. scale, size, mix of functions) fit in with community or neighbourhood goals or values?
- Will the proposal add to the case load of local social service agencies?

### **For proposals within adjacent municipalities:**

The adjacent municipalities to Richmond have sufficient resources to identify any impacts affecting their own areas, and with the exception of all Indian Reserve lands in Richmond, all federally-owned properties in Richmond, and the Queensborough area of New Westminster, there should be minimal impact on Richmond. Therefore, the City Council of Richmond will only comment on proposals in: (1) all Indian Reserve lands in Richmond; (2) all federally-owned properties in Richmond; and (3) the Queensborough area of New Westminster. In such a case:

1. Staff is to receive information on proposals from the proponents and New Westminster City Staff.
2. Staff will identify any negative impacts resulting from the proposal.
3. Staff will submit a report to Council.
4. Council will indicate, by resolution, what issues/concerns, if any, need to be resolved for the proposal to proceed.

(Urban Development Division)



## City of RICHMOND

## MINUTES

REGULAR COUNCIL MEETINGMONDAY, FEBRUARY 10TH, 1997

RES. NO.    ITEM

5.

RATIFICATION OF COMMITTEE ACTION

R97/3-6

It was MOVED and SECONDED

*That Council ratify the following direction of Committee of the Whole:*

*That Council go on record as being totally against any Las Vegas style casino gambling or video lottery terminals within the City.*

CARRIED

Staff were then directed to send a copy of resolution R 97/3-6, as well as a copy of the letter previously sent to the Musqueam Indian Band concerning Council's refusal to cooperate with them in any gambling venture in the city, to the Honorable Dan Miller, Minister of Employment and Investment, to reiterate this position.

TABLED ITEM FROM DECEMBER 16TH, 1996WIDE AREA RADIO SYSTEM, EMERGENCY OPERATIONS AND COMMUNICATIONS CENTRE, REGIONAL EMERGENCY COORDINATION CENTRE

(Report: Nov. 26/96; File No.5125-17)

R97/3-7

It was MOVED and SECONDED

*That the following resolution (Part (ii) of Resolution No. SP96/11-7) be lifted from the table:*

*That dispatch for police and fire services for Richmond be provided from the Emergency Operations and Communications Centre.*

CARRIED

The question on Part (ii) of Resolution No. SP96/11-7 as was not called as the following referral motion was introduced.



## City of RICHMOND

## MINUTES

REGULAR COUNCIL MEETINGMONDAY, NOVEMBER 25TH, 1996

RES. NO.    ITEM

20.

32.    RE-APPLICATION OF C.W. CASINO WORLD - 8211 SEA ISLAND WAY

(Report: Nov. 20/96; File No.: 4040-04)

R96/21-34

It was MOVED and SECONDED

*That the B.C. Gaming Commission be advised that no additional casinos should be located in Richmond.*

DEFEATED

OPPOSED: Mayor Halsey-Brandt  
Cllr. Johnston  
McNulty  
Vaupotic

R96/21-35

It was MOVED and SECONDED  
*That the B.C. Gaming Commission be advised that the City will consider additional casino applications on a site-by-site basis.*

CARRIED

OPPOSED: Cllr. Greenhill  
Percival-Smith

R96/21-36

It was MOVED and SECONDED

*That the comments and concerns about the relocation of the C.W. Casino World to 8211 Sea Island Way (contained in the report dated November 20th, 1996, from the Manager - Environment & Land Use), be forwarded to the Gaming Commission, and further, that the Commission be advised that a casino use on this site would require a rezoning of the subject property.*

The question on the motion was not called, as the following amendment was introduced:

REGULAR COUNCIL MEETINGMONDAY, FEBRUARY 26TH, 1996RES. NO.   ITEM

31.

The question on Resolution No. CW96/4-28 was then called, and it was **CARRIED**.

23. CASINO LOCATION AND ZONING

(Report: Feb. 14/96; File No.: B/L 6594)

CW96/4-29

It was MOVED and SECONDED

- (1) *That Bylaw No. 6594, which amends the Zoning and Development Bylaw No. 5300 to change the definition of Commercial Entertainment and Recreation Facility to specifically exclude casino use, be introduced and given first reading;*

- (2) *That as a matter of policy, casino proposals be considered on a site specific basis using the Comprehensive Development District (CD) zoning process to evaluate each application on its own merits.*

- (3) *That staff undertake a policy review on commercial entertainment and related uses as part of their 1997 work program.*

CW96/4-30

It was MOVED and SECONDED

*That the Council Meeting proceed beyond 11:00 p.m. (10:58 p.m.).*

**CARRIED**

The question on Resolution No. CW96/4-29 was called, and it was **CARRIED**.

OPPOSED: Mayor Halsey-Brandt  
Cllr.



# City of Richmond

# Policy Manual

Page 1 of 1

Adopted by Council:

**POLICY**

File Ref: 4040-40

**FULL SERVICE GAMING POLICY**

1. Richmond supports:
  - (1) one Full Service community gaming casino in Richmond which contains:
    - a maximum of 30 gaming tables,
    - up to 6 poker tables; and
    - up to 300 slot machines.

AND
  - (2) one Limited Service community casino which contains:
    - a maximum of 30 gaming tables, and
    - 3 poker tables; and
    - no slot machines.
2. Gaming Review Procedures  
That the following gaming review procedures be adopted:
  - (1) In Richmond
    - a) Prior to a change in gaming policy type or procedure, Council will seek public input regarding any changes.
    - b) Council will specify the type of consultation at the time.
    - c) The following factors will be considered
      - social
      - economic/financial
      - land use
      - transportation
      - servicing
      - environmental
      - other, as necessary.
  - (2) Referrals From Adjacent Municipalities  
When Richmond receives a request for comments regarding casino proposals in adjacent municipalities, Council:
    - a) may seek public input and specify the type of consultation at the time.
    - b) will consider the following factors when commenting.
      - social
      - economic/financial
      - land use
      - transportation
      - servicing
      - environmental
      - other, as necessary
3. Zoning  
Casino proposals will be considered on a site specific basis and may be managed by CD zoning.
4. Monitoring  
The Province be requested to continue to provide and pay for an ongoing gaming impact monitoring program in Richmond to ensure that the Province and City have adequate information to manage gaming over time.
5. Problem Gaming Prevention and Treatment:  
The Province be requested to continue to maintain, improve and pay for programs to prevent and treat problem gaming.
6. Crime Prevention and Enforcement:  
The Province be requested to continue to maintain, improve and pay for gaming crime prevention and enforcement programs.



# City of Richmond

# Policy Manual

Page 1 of 1

Adopted by Council:

POLICY

File Ref: 4040-40

## LIMITED SERVICE GAMING POLICY

1. Richmond supports one Limited Service community casino which contains:
  - a maximum of 30 gaming tables, and
  - 3 poker tables; and
  - no slot machines.
2. Gaming Review Procedures  
The following gaming review procedures are adopted:
  - a. In Richmond
    - i. Prior to a change in gaming policy type or procedure, Council will seek public input regarding any changes.
    - ii. Council will specify the type of consultation at the time.
    - iii. The following factors will be considered:
      - social
      - economic/financial
      - land use
      - transportation
      - servicing
      - environmental
      - other, as necessary
  - b. Referrals From Adjacent Municipalities  
When Richmond receives a request for comments regarding casino proposals in adjacent municipalities, Council:
    - i. may seek public input and specify the type of consultation at the time.
    - ii. will consider the following factors when commenting.
      - social
      - economic/financial
      - land use
      - transportation
      - servicing
      - environmental
      - other, as necessary
3. Zoning  
Casino proposals will be considered on a site specific basis and may be managed by CD zoning.
4. Monitoring  
The Province be requested to continue to provide and pay for an ongoing gaming impact monitoring program in Richmond to ensure that the Province and City have adequate information to manage gaming over time.
5. Problem Gaming Prevention and Treatment:  
The Province be requested to continue to maintain, improve and pay for programs to prevent and treat problem gaming.
6. Crime Prevention and Enforcement:  
The Province be requested to continue to maintain, improve and pay for gaming crime prevention and enforcement programs.