



To: General Purposes Committee **Date:** May 12, 2004
From: Terry Crowe **File:** 08-4040-04-01/2004-Vol
 Manager, Policy Planning 01
Re: Consultation Concerning Gaming Facilities in Vancouver

Staff Recommendation

That the City of Vancouver be advised that the proposed gaming facility at 760 Pacific Boulevard does not “materially affect” Richmond.

Terry Crowe
 Manager, Policy Planning
 (4139)

Att. 1

FOR ORIGINATING DIVISION USE ONLY					
ROUTED TO:		CONCURRENCE		CONCURRENCE OF GENERAL MANAGER	
Law.....		Y <input checked="" type="checkbox"/> N <input type="checkbox"/>			
REVIEWED BY TAG		YES	N/A	REVIEWED BY CAO	
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Staff Report

Origin

On January 21, 2004 Public Hearing, Vancouver City Council endorsed the rezoning application to permit Casino-Class 2 (permitting slot machines) at 750 Pacific Boulevard (Plaza of Nations). The City of Vancouver seeks Richmond's comments concerning whether or not the City of Richmond would be "materially affected" by this proposal by June 3, 2004.

This report provides a response on this request.

Findings Of Fact

Relevant Legislative Provisions

Under section 19(1)(b) of the Gaming Control Act, the British Columbia Lottery Corporation must not relocate a gaming facility or substantially change the type or extent of gaming at a gaming facility unless it is satisfied that the municipality in which the gaming facility is located has consulted each municipality and first nation that is immediately adjacent, or that the Lottery Corporation considers will be "materially affected".

Section 11(2) of the Gaming Control Regulation defines "materially affected" as follows:

(2) For the purposes of the Act "materially affected", in relation to a municipality, regional district or first nation, includes that, as a result of the proposal proceeding, the municipality, regional district or first nation can demonstrate a likelihood that it will:

- (a) incur significant new infrastructure or policing costs,*
- (b) experience increased traffic with a significant impact on highways, or*
- (c) experience a significant adverse impact on the amenities and character of one or more of its neighbourhoods.*

Proposal

This proposal involves the relocating, to Building C ("Enterprise Hall") in the Plaza of Nations at 760 Pacific Boulevard in Vancouver:

- the Grand Casino (currently located at 725 S. E. Marine Drive in Vancouver),
- the Royal Diamond Casino (currently located in Building B in the Plaza of Nations at 750 Pacific Boulevard in Vancouver), and
- as well, the Cordial Bingo Hall (previously located at 2215 East Pender Street in Vancouver) would also move several bingo playing stations to Enterprise Hall.

Temporary Site

At this time, Vancouver is proposing that the casino would operate at this site for 3 –4 years, while a permanent site is being found.

The proposed casino in Enterprise Hall would include up to 60 gaming tables and 600 slots machines.

Further details about this proposal, is enclosed as **Attachment 1**, specifically:

1. Policy Report date November 17, 2003 (Appendix C of attachment),
2. Memorandum date January 19, 2004 (Appendix D); and
3. Special Council Meeting Minutes (Public Hearing) – January 20 and 21, 2004 (Appendix E of attachment)

Analysis

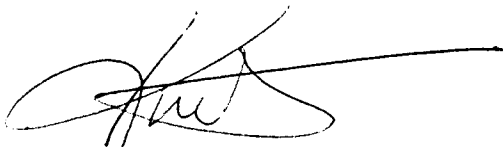
City staff have reviewed this proposal and conclude that this casino proposal does not “materially affect” the City of Richmond, due to its distance and location from Richmond.

Financial Impact

N/A

Conclusion

City of Richmond advises the City of Vancouver that the proposed gaming facility at 760 Pacific Boulevard does not “materially affect” Richmond as per the Section 19(1)(b) of the Gaming Control Act, or Section 11(2) of the Gaming Control Regulation.



Kari Huhtala
Senior Planner
(4188)

KEH:keh



To: GM - WY
pc: Manager,

CITY OF VANCOUVER
CITY CLERK'S DEPARTMENT

PHOTOCOPIED
& DISTRIBUTED
DATE: APR 26 2004

ACTING CITY CLERK

JRM	
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KY	
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0155-20-VANCI

April 23, 2004

Mr. Richard McKenna
City Clerk, City of Richmond
6911 No. 3 Road,
Richmond, BC V6Y 2C1

Dear Mr. McKenna:

Re: Consultation Concerning Gaming Facilities in Vancouver

Purpose

The purpose of this letter is to consult with the City of Richmond with respect to a proposal regarding gaming facilities in Vancouver which is described below. In particular, the City of Vancouver seeks your comments concerning whether the City of Richmond considers that it would be "materially affected" by this proposal.

Relevant Legislative Provisions

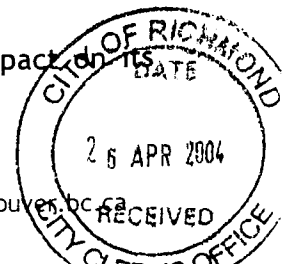
Under section 19(1)(b) of the *Gaming Control Act*, the British Columbia Lottery Corporation must not relocate a gaming facility or substantially change the type or extent of gaming at a gaming facility unless it is satisfied that the municipality in which the gaming facility is located has consulted each municipality and first nation that is immediately adjacent, or that the Lottery Corporation considers will be "materially affected".

A copy of sections 18 through 21 of the *Gaming Control Act* is enclosed for your reference (Appendix A).

Section 11(2) of the *Gaming Control Regulation* defines "materially affected" as follows:

(2) For the purposes of the Act "materially affected", in relation to a municipality, regional district or first nation, includes that, as a result of the proposal proceeding, the municipality, regional district or first nation can demonstrate a likelihood that it will

- (a) incur significant new infrastructure or policing costs,
- (b) experience increased traffic with a significant impact on highways, or



- (c) **experience a significant adverse impact on the amenities and character of one or more of its neighbourhoods.**

A copy of section 11 of the *Gaming Control Regulation* is enclosed for your reference (Appendix B).

The Proposal

This proposal involves the relocation to Building C ("Enterprise Hall") in the Plaza of Nations at 760 Pacific Boulevard in Vancouver of the Grand Casino (currently located at 725 S. E. Marine Drive in Vancouver) and the Royal Diamond Casino (currently located in Building B in the Plaza of Nations at 750 Pacific Boulevard in Vancouver¹). The proposed casino in Enterprise Hall would include up to 60 gaming tables and 600 slot machines. Cordial Bingo Hall (previously located at 2215 East Pender Street in Vancouver) would also move several bingo playing stations to Enterprise Hall.

The following material, which describes the proposal in detail, is enclosed:

1. Policy Report dated November 17, 2003 (Appendix C);
2. Memorandum dated January 19, 2004 (Appendix D); and
3. Special Council Meeting Minutes--January 20 and 21, 2004 (Appendix E).

Consultation

As noted above, the City of Vancouver seeks input from the City of Richmond concerning this proposal. In particular, we seek comments concerning whether the City of Richmond considers that it would be "materially affected" by the proposal and, if so, how it would be "materially affected".

We ask that you provide us with your written response by June 3, 2004.

¹ Royal Diamond Casino has been closed since July 2001.

City of Vancouver Contact

If you require any further information or have any questions please contact:

Mario Lee
Social Planner, City of Vancouver
453 West 12th Avenue
Vancouver, BC V5Y 1V4
Telephone: 604.871.6034
e-mail: mario_lee@city.vancouver.bc.ca

Thank you very much, and we look forward to receiving your written response.

Yours truly,

A handwritten signature in black ink, appearing to read "Syd Baxter". The signature is fluid and cursive, with the first letters of the first and last names being capitalized and prominent.

Syd Baxter
City Clerk
syd_baxter@city.vancouver.bc.ca
604.873.7266

Enclosures

PART 3 - GAMING FACILITIES**Location, relocation or substantial change**

- 18 (1) Subject to first receiving authorization by a written directive of the minister under section 6, the lottery corporation may
- (a) develop, use or operate a facility as a gaming facility,
 - (b) relocate an existing facility, or
 - (c) substantially change the type or extent of lottery schemes or horse racing at a gaming facility.
- (2) Despite subsection (1), the lottery corporation may develop, use and operate a facility as a gaming facility without the authorization referred to in subsection (1) if the facility was a lawful gaming facility in existence immediately before the coming into force of this section.
- (3) A written authorization to develop, use or operate a facility as a gaming facility, or to develop, use or operate a gaming facility at another location, or to make a substantial change to a gaming facility, which authorization was in effect immediately before the coming into force of this section, remains in effect until
- (a) the date on which its term ends, or
 - (b) the date which is 24 months after the coming into force of this section,
- whichever date is earlier.
- (4) A written authorization described in subsection (3) that was in effect immediately before the coming into force of this section ceases to have effect if the facility that is the subject of the authorization is not ready for occupancy by the earlier of the dates referred to in subsection (3).

Local government or first nation approval required for gaming facilities

- 19 (1) The lottery corporation must not, under section 18, develop, use or operate a facility, other than as permitted under section 18 (2), as a gaming facility, relocate an existing gaming facility or substantially change the type or extent of lottery schemes or horse racing at a gaming facility, unless the lottery corporation
- (a) first receives the approval, in the prescribed form and manner, of the municipality, regional district or first nation that has authority over land use planning at the place where
 - (i) under section 18 (1) (a), the facility is proposed to be developed, used or operated as a gaming facility,
 - (ii) under section 18 (1) (b), the existing facility is proposed to be relocated, or
 - (iii) under section 18 (1) (c), the substantial change referred to in that provision is proposed to be made,

- (b) is satisfied that the municipality, regional district or first nation referred to in paragraph (a) has consulted each municipality, regional district or first nation that is immediately adjacent or that the lottery corporation considers will be materially affected by the gaming facility or proposed gaming facility and its location, relocation or substantial change, as the case may be, and
 - (c) is satisfied, in the case of the location or relocation of a gaming facility, that any applicable requirements of Division 2 of Part 8 respecting the registration of any proposed gaming services provider have been complied with.
- (2) A municipality, regional district or first nation must not give an approval referred to in subsection (1) (a) unless, before or concurrently with giving the approval, the municipality, regional district or first nation satisfies the lottery corporation that adequate community input has been sought and considered.

Matters relevant to location or relocation of gaming facilities

- 20** In deciding under section 18 whether to develop, use or operate a facility as a gaming facility, to relocate an existing facility or substantially change the type or extent of lottery schemes or horse racing at a gaming facility, the lottery corporation may take into account factors that the lottery corporation considers relevant.

Dispute resolution as to location or relocation of gaming facility

- 21** (1) A municipality, regional district or first nation that is immediately adjacent to the municipality, regional district or first nation that has authority over land use planning at the place where a gaming facility is proposed to be located or relocated may file an objection with the lottery corporation in the form and manner required by the lottery corporation, setting out how the objector will be materially affected by a gaming facility at the proposed location.
- (2) If the lottery corporation receives an objection under subsection (1), then, within 30 days after the filing of the objection, the lottery corporation must require the municipality, regional district or first nation in which the gaming facility is to be located or relocated to participate in a form of non-binding dispute resolution with any immediately adjacent municipalities, regional districts or first nations.
- (3) The results of the alternate dispute resolution proceedings under this section must
- (a) be reported to the lottery corporation within a prescribed period after the date on which the lottery corporation requires the non-binding dispute resolution under subsection (2), and
 - (b) be considered by the lottery corporation before the lottery corporation decides whether to locate or relocate the gaming facility.
- (4) The lottery corporation, within 30 days after receiving the report under subsection (3) (a), must decide whether or not to locate or relocate the gaming facility.

Definition for the Act of "materially affected"

11 (1) In this section:

"highway" means highway as defined in section 1 of the Highway Act;

"municipality, regional district or first nation" does not include the municipality, regional district or first nation that has the authority over land use planning at the place where

- (a) a facility is proposed to be developed, used or operated as a gaming facility,
- (b) an existing facility is proposed to be relocated, or
- (c) a substantial change as set out in section 18 (1) (c) of the Act is proposed for a gaming facility;

(2) For the purposes of the Act "materially affected" , in relation to a municipality, regional district or first nation, includes that, as a result of the proposal proceeding, the municipality, regional district or first nation can demonstrate a likelihood that it will

- (a) incur significant new infrastructure or policing costs,
- (b) experience increased traffic with a significant impact on its highways, or
- (c) experience a significant adverse impact on the amenities and character of one or more of its neighbourhoods.

**POLICY REPORT
DEVELOPMENT AND BUILDING**

Date: November 17, 2003
Author/Local: D. Thomsett/7796
M. Lee/6034
RTS No. 03754
CC File No. 5307
Meeting Date: December 2, 2003

TO: Vancouver City Council
FROM: Director of Current Planning in Consultation with Director of Social
Planning and General Manager of Engineering Services
SUBJECT: CD-1 Text Amendment - 750 Pacific Boulevard (Plaza of Nations)

RECOMMENDATION

A. *THAT the application by Patrick Cotter Architect Inc., to amend CD-1 By-law No. 7592 for 750 Pacific Boulevard (Plaza of Nations) to permit Casino - Class 2, this being a casino that includes slot machines, be referred to a Public Hearing together with:*

- (i) *draft CD-1 By-law provisions, generally as presented in Appendix A;*
- (ii) *the recommendation of the Director of Current Planning to approve, subject to conditions generally as presented in Appendix C; and*
- (iii) *draft consequential amendments initiated by the Director of Current Planning to amend the definition of Casino - Class 2 under Section 2, and to amend Section 10.31.2 to permit Casino - Class 2 only where expressly permitted.*

FURTHER THAT the Director of Legal Services be instructed to prepare the necessary amending by-laws generally in accordance with Appendix A for consideration at the Public Hearing.

B. *THAT, if the rezoning is approved, at the time of enactment the by-law be accompanied by amendments to the License By-law to delete the Casino definition and define Casino - Class 1 and Casino - Class 2 in Schedule A with a corresponding per annum fee of \$195 for Casino - Class 1 and \$8,792 for Casino - Class 2, generally as presented in Appendix B.*

FURTHER THAT the Director of Legal Services be instructed to prepare the necessary by-laws for enactment, pending approval of the rezoning, generally in accordance with Appendix B.

CITY MANAGER'S COMMENTS

The City Manager RECOMMENDS approval of the foregoing, noting that the introduction of slot machines into Vancouver is a controversial issue. If Council chooses to refer the application to a Public Hearing, that venue will provide an opportunity for members of the public to speak directly to Council on the matter. The holding of an Open House prior to the Public Hearing will provide an opportunity for local residents to receive all the information available on this rezoning application. As well, polling will provide further information to Council on the views of Vancouver's residents.

Given the temporary nature of this proposal, it does not incorporate a new bingo facility as indicated in the Council Resolution of July 31, 2003. The proponents, as well as the bingo charities associated with the bingo hall, have agreed that the new bingo hall will be part of the permanent facility once it is approved and developed. The bingo charities are satisfied with the interim arrangement.

COUNCIL POLICY

Starting January 27, 1987, Council has passed a number of resolutions outlining its position on a variety of gaming policy issues. Some resolutions have dealt with the need to recognize the municipal role in defining gaming policy matters as they affect local communities, a role now defined under the Gaming Control Act (2002), as well as in the Memorandum of Agreement (signed in 1999) with the Union of British Columbia Municipalities (UBCM). A detailed chronology of policy decisions is presented in Appendix D.

The rezoning application for the Plaza of Nations site was submitted following the Council resolution of July 31, 2003 requesting staff to report back on the procedural and other issues relevant to the introduction of slot machines at one consolidated casino.

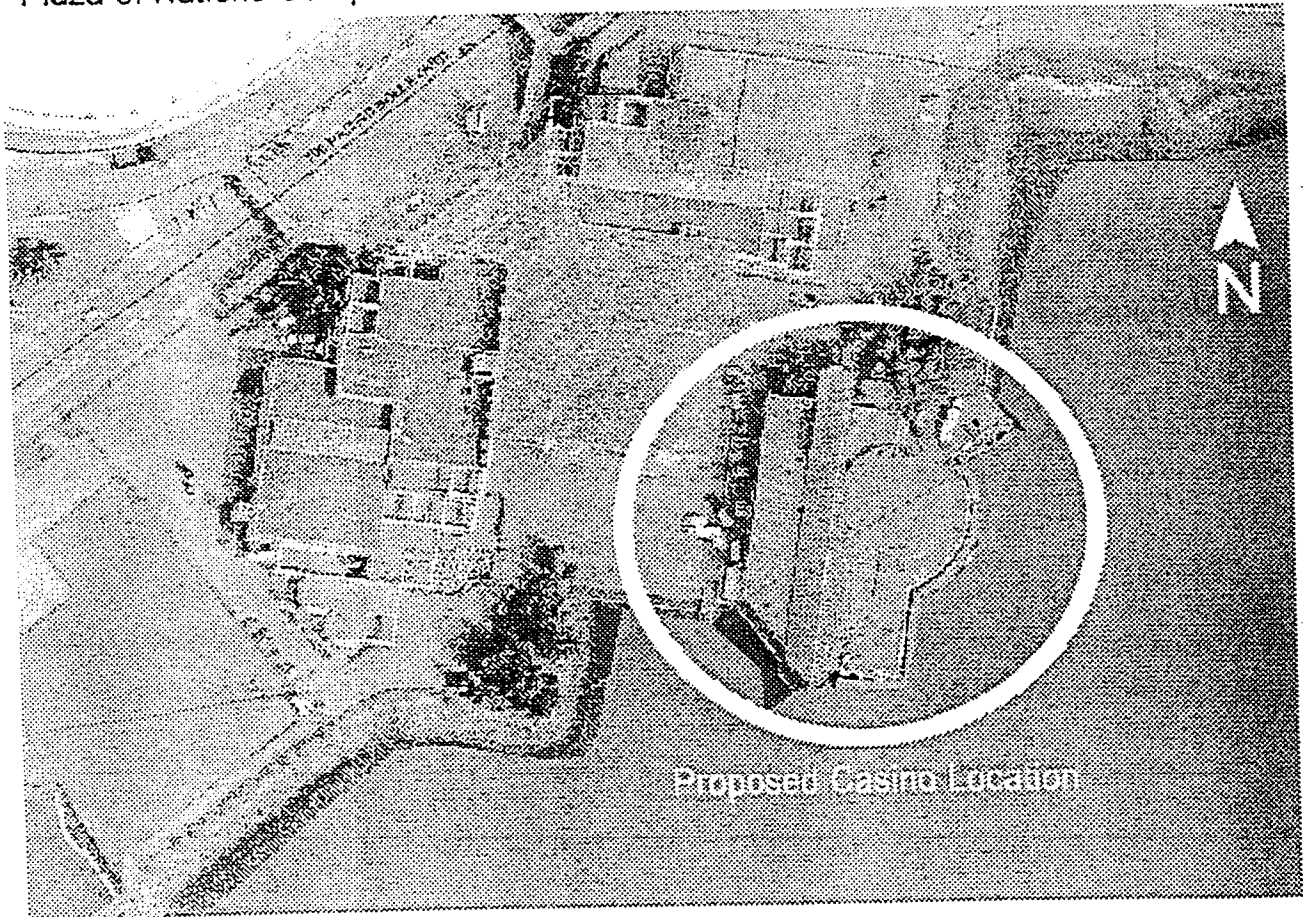
PURPOSE AND SUMMARY

A rezoning application to amend the CD-1 By-law pertaining to the Plaza of Nations to permit a temporary (3-4 years) Casino - Class 2 with 600 slot machines, 60 gaming tables, a theatre and support space in Building C, the "Enterprise Hall", was submitted by Patrick

Cotter Architect Inc. (representing the Royal Diamond Casino and the Grand Casino). This report assesses the application in the context of the broader issues identified by Council, and concludes that on balance, the proposal is supportable. Staff recommend the application be referred to a Public Hearing and be approved.

MAP

Plaza of Nations Complex



BACKGROUND

Historical Council Policy on Slot Machines: Slot machines were first introduced in B.C. in 1997. On October 7, 1997, Council adopted amendments to the Zoning and Development By-law to only permit casinos without slot machines.

Historically, Council's concerns with gaming expansion, including the introduction of slot machines, have included issues related to the need for comprehensive provincial gaming legislation, recognition of a municipal role in determining location and scope of gaming

facilities, concerns of the negative impacts and lack of services for those affected by gambling addiction, protection of charities' revenues, and sharing of gaming revenues with local governments. Most of these issues have been positively addressed, either through the signing of a Memorandum of Agreement with UBCM in 1999, the enactment of the *Gaming Control Act* of 2002, or the implementation of government sponsored problem gambling programs and other programs.

Provincial Policy on Slot Machines at Casinos: Currently, the provincial government permits slot machines at most casinos in the Province. The five casinos located in the City of Vancouver remain without slot machines. The municipality of Richmond which presently has a casino without slots, has authorized the Great Canadian casino located at Number 3 Road to relocate to a new facility with slot machines at Bridgepoint (scheduled to be open in the Spring of 2004).

The five Vancouver-based casinos are:

1. Great Canadian Casino at 709 West Broadway,
2. Great Canadian Casino at 1133 West Hastings Street(Renaissance)*,
3. Gateway Casino at 611 Main Street,
4. Grand Casino at 725 S.E. Marine Drive, and
5. Royal Diamond Casino at 750 Pacific Boulevard.

* Note: The casino at the Renaissance is scheduled to close down once the new Great Canadian Casino in Richmond opens in 2004.

In January of 2002 the provincial government authorized the Royal Diamond and Grand casinos to relocate and include slot machines in their facilities. Both of these casinos have now agreed to amalgamate their facilities into one casino, which is the basis of this rezoning application.

The British Columbia Lottery Corporation (BCLC) has indicated to the City its desire to place slot machines at the Hastings Racecourse and in one Vancouver casino. However, it has also indicated its willingness to accept and respect the City's position to approve or refuse slots at either location. It is also possible that some casinos in Vancouver may cease operations or move.

Rezoning Application Approach: On July 24, 2003, staff brought forward a report to Council presenting the option of further considering the introduction of slot machines at Hastings Racecourse (the report also included comments on a proposal for a combined casino that has been brought forward by the operators of the Royal Diamond and Grand casinos).

The consideration for slot machines at the Racecourse has been the subject of discussion since the operators wrote a letter to Council on March 10, 2003 requesting approval for the introduction of slot machines at the Racecourse.

On July 31, 2003, Council requested staff to report back on the procedural and other issues relevant to the introduction of slot machines at the Racecourse. Council further requested staff to report on the introduction of slot machines at one consolidated casino which would include an adjacent or free-standing new Bingo facility. Since the only procedure for introducing slot machines is through a rezoning, and since issues related to this are specific to each site proposed for rezoning, proponents were asked to make rezoning applications that would be taken through the normal review and public process. This report deals with the consolidated casino proposal. A rezoning application for slot machines at the Racecourse is dealt with in a separate report.

The casino proponents are seeking a permanent site for a new casino with a bingo facility. However, that project (site selection, programming, design, approvals, construction and occupancy) will take several years to accomplish. In the interim, the proponents wish to locate a temporary Casino - Class 2 at the Plaza of Nations.

Implications to Bingo Charities: The July 31, 2003 Council resolution to further consider a consolidated casino with slot machines included consideration for an adjacent or free-standing new bingo facility. The rationale behind this consideration for a new bingo hall arises from the fact that the Vancouver-based bingo charities expressed their concerns to Council regarding potential negative effects if slot machines were introduced in Vancouver in the absence of a comprehensive strategy that included the bingo charities needs and concerns.

Representatives from the Mount Pleasant Starship Community Charitable Association (MPSCCA) which operates the Planet Bingo facility at 2655 Main Street have indicated to staff through a letter dated October 17, 2003 (attached as Appendix E) that they have reached an understanding with the casino operators as well as with the BC Lottery Corporation to address their needs during the interim period as discussed under Project Description. The bingo charities have expectations of a new bingo hall being built no later than 2006.

DISCUSSION

Project Description: Proposed, is a temporary Casino - Class 2 with 600 slot machines and 60 gaming tables at Building C, the "Enterprise Hall", on the waterfront. The total floor area of the building is 6 377 m² (68,639 sq. ft). The amount proposed for the slot machines, gaming tables and related circulation is 3 387 m² (36,468 sq. ft). The casino would operate

the existing theatre for performances, music and comedy, sports and major event broadcasting as well as making it available to outside users.

Access to Building C would be provided by means of a drive aisle connecting from Pacific Boulevard to the north end of the building. A turn-around with short term parking and a lay-by for passenger vehicles would be provided at the north end of the building. Customers would access the building via a new covered walkway along the west side of the building and enter through a new vestibule.

The main floor would contain slot machines, gaming tables, a café, a lounge and back-of-house space. The second floor would contain slot machines, gaming tables and the existing theatre. The third floor would contain staff facilities. The exterior of the building would be largely unchanged except for new decorative banners, lighting of portions of the building face, the covered walkway and the entry vestibule. A landscape plan would be developed by the applicant.

The applicant advises that the temporary period needed for a casino at Plaza of Nations before their permanent facility is expected to be ready for occupancy is three years with a possible one-year extension.

On October 29, 2003, the applicant advised in a letter that the casino proponent is willing to provide space for a small interim Bingo operation in Building C. He notes that "We have received a proposal to relocate the Cordial Hall Bingo contract to the Plaza of Nations as an interim step, subject to BCLC approval." Provision of a temporary non-profit bingo facility is in line with Council's objective for the eventual building of a new non-profit bingo facility. Bingo Hall is already permitted under the CD-1 By-law, within the total floor area permitted for all entertainment uses.

Use: The False Creek North Official Development Plan indicates that the three commercial buildings in Area 6(b), the Plaza of Nations Complex, should remain and be used for commercial purposes and that a family sports and entertainment centre may be permitted within an existing building. Public access is to be guaranteed through the site at all times, and the performance space within the Plaza is to be made available for events on a commercial basis. Provision is also made for hotel use.

Under the existing CD-1 By-law that applies to the whole site, various uses are permitted, with upper limits placed on entertainment uses, Hotel (never built), Office and Retail Uses, and Production and Rehearsal Studio. Entertainment uses include Hall, Casino - Class 1, Theatre and Clubs. A Casino - Class 1 (as previously existed on the site from 1994 to 2001) may not include slot machines.

It can be argued that since the ODP calls for commercial and entertainment uses, and the CD-1 permits Casino - Class 1 which includes gaming, the introduction of Casino - Class 2 with slot machines is an appropriate use for this site. However, while the use, per se, may be appropriate, the significant scale of the change warrants a close look at the community impacts resulting from a more intense form of gaming.

Staff recommend that an upper limit be placed in the CD-1 By-law on the amount of floor area for slot machines, gaming tables and related circulation, as currently proposed, to avoid requests for more gaming area to be approved in the future in other locations within the Plaza of Nations complex.

Density: With the casino proposing to occupy existing space with only a new entry vestibule addition and a covered walkway, density is not an issue. However, subject to further file research, the maximum permitted floor area for entertainment use may already have been reached. Usual practice is to include covered walkways and entry vestibules in the calculation of floor area. To avoid the possible need for a further text amendment to the CD-1 By-law should provision for more floor area be found to be needed, staff propose adding a clause to exclude from floor area calculations covered walkways and entry vestibules to provide weather protection for access to Casino - Class 1 or Casino - Class 2, which would be subject to a design review at the development application stage.

Form of Development: Council is being asked at this time only to approve the change to the CD-1 By-law to permit Casino - Class 2. All of the details pertaining to building form, access, parking, mitigation measures, signage and community amenity issues will be dealt with at the development permit stage. A preliminary design review of the proposal is outlined in Appendix D, and issues needing to be resolved at the development application stage are set out in Appendix C.

Once the development application has been processed to the point of approval, staff will report back and seek Council's formal approval of a revised form of development, prior to the issuance of a development permit. All of the identified issues will then be resolved to the satisfaction of Council.

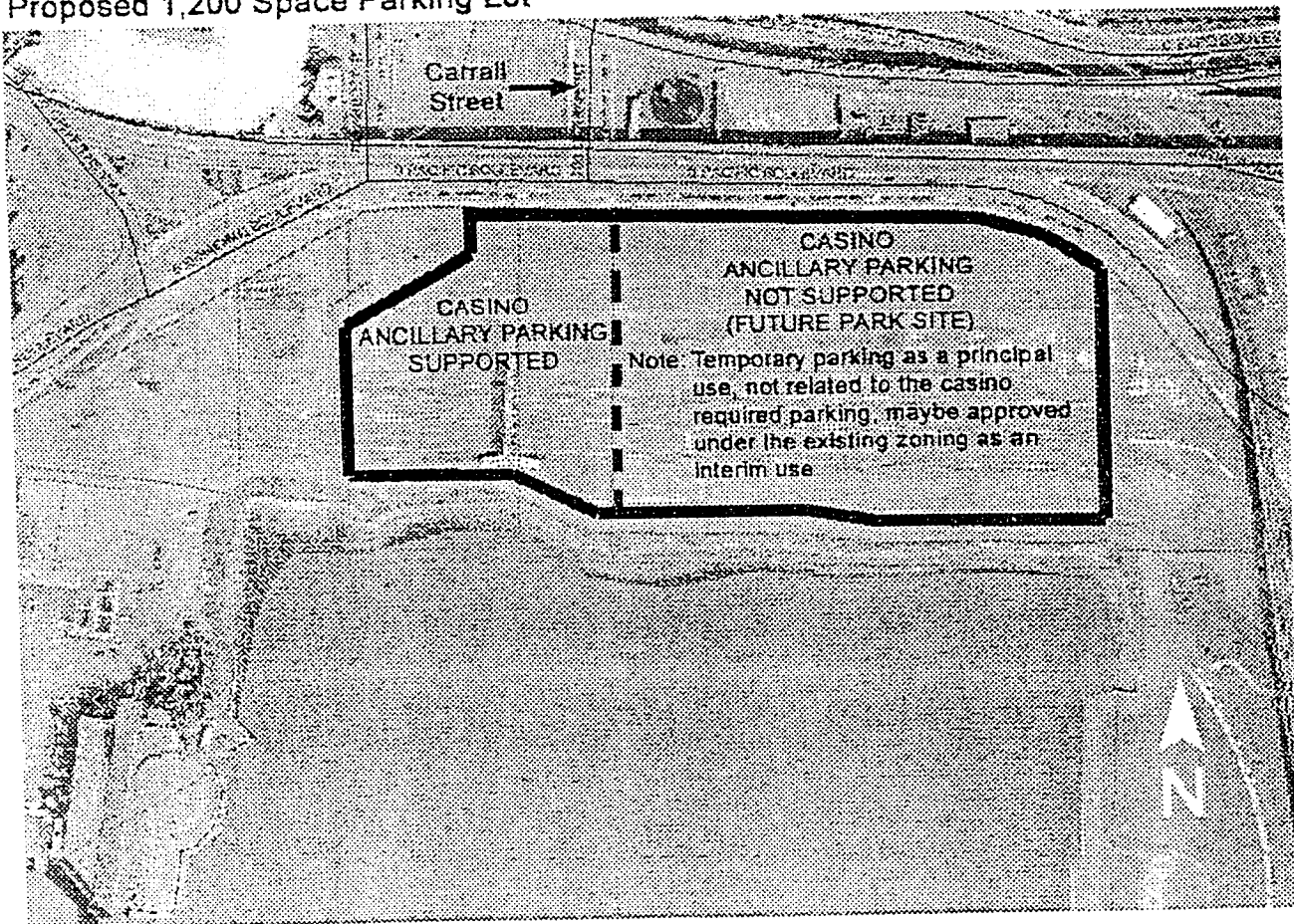
Hours of Operation: The proponents expect to open the temporary casino in May, 2004, after which it would operate 21 hours per day, seven days per week. The hours would be adjusted based on customer demand. This matter will be addressed at the development application stage, with consideration given to community impacts and impact mitigation.

Traffic and Parking: The applicant has commissioned a traffic and parking study, including an estimation of parking demand, that will be completed prior to the public hearing. Following staff analysis of this study, the draft parking regulations outlined in Appendix A may be altered. To date, the applicant has provided a general concept of how traffic and parking would be handled.

The applicant advises that parking would be provided on vacant lands east of the Plaza of Nations complex. This is a separate site from the Plaza of Nations site. The applicant proposes that the parking area accommodate approximately 1,200 vehicles, generally as shown on the map, below. This would be accessed from the new drive aisle, with alternate entry/exit points at Carrall Street and/or Quebec Street. Planters and trees would be used to soften the appearance of the parking lot. A covered walkway would be built through the parking lot, and shuttle and valet service may also be provided.

There is a site immediately to the east of the Plaza of Nations that would be well suited to a short-term parking lot to service the casino. However, this property is apparently not being made available by Concord Pacific for parking use, possibly for tax assessment reasons.

Proposed 1,200 Space Parking Lot



In explaining to staff the need for the vast size and number of vehicles expected to be accommodated in the proposed parking lot, the applicant has clarified that parking demand associated with other unrelated users must be accommodated in the facility in order for them to secure parking for casino use from Pacific Place Holdings Ltd. who apparently manages the lands. The applicant suggests the parking details be dealt with later, as part of the development application process.

Staff have advised the applicant that a 1,200 space parking lot for the casino will not be supported on the proposed site which is controlled by the False Creek North Official Development Plan. The ODP permits appropriate temporary uses, so parking can be considered on the site without rezoning. The westerly approximately 1/3rd of the site is expected to be developed in the future as part of Area 6(c) by Concord Pacific who is making the land available to the casino for temporary parking. The remainder of the site is to become a park ("Creekside Park Extension") which is developed concurrently with parcel 6(a), now in the approval process, or parcel 6(c) - whichever proceeds first. Staff do not support delaying the timing of the park construction to accommodate a parking lot. Accordingly, staff support the use of the westerly portion of these lands for parking as this is the area designated in the ODP for development and would not intrude on the area designated for park (east of a line projected south along the easterly alignment of Carrall Street). Staff recommend that this parking be strictly limited to ancillary parking needed to support the casino, with minimum and maximum numbers of spaces as recommended by Engineering Services. These numbers will be generated in time for insertion into the CD-1 By-law and consideration at the Public Hearing. Staff urge that no casino ancillary parking be allocated on the park site.

It is projected that the casino can meet something greater than the minimum parking required to service the casino on the lands to the west of the park site, but not the proposed maximum permitted parking. Alternative sites in the vicinity could be accessed to maximize the ancillary parking, preferably on other future development sites and preferably those already developed for interim parking.

It is notable that parking as a principal use on an interim, time-limited basis is available throughout the ODP area, including on future park sites. If the owner of the park site to the east of the Plaza of Nations wishes to have approval for surface parking, not tied as the required ancillary parking for the casino, but, rather, independently, a development permit application can be separately applied for. This would still allow the park construction to proceed when required which may be prior to the relocation of the casino use.

The applicant has responded that the parking for the casino cannot be secured without accommodating other unrelated parking users.

During the annual Indy car racing event held on the proposed parking lot lands, the applicant advises that temporary off-site parking for the duration would be provided on Lot 101 to the south-east of BC Place Stadium. He states the lot would accommodate up to 500 parking spaces, and a shuttle service would be provided.

All matters pertaining to traffic management and parking, including landscaping, pedestrian access and urban design of the parking area would be reviewed and resolved at the development application stage and be reported to Council as part of the proposed changes to the approved form of development on the Plaza of Nations site. It will be expected that the design for the parking will meet normal standards for surface parking lots which includes landscaping requirements. A particular expectation will be a fully finished pedestrian walkway between Pacific Boulevard and the seawalk, parallel with and to the east of the Carrall Street alignment.

Seawalk and Bicycle Route Continuity: Currently the seawalk and bicycle route passes through the site's central plaza and along the northerly edge of the proposed casino building. The continuity of this facility must be maintained either by reducing the size, or pulling to the north, the proposed vehicular drop-off, or designing the route so that it passes around the southerly point of the proposed casino. In either case the full standard seawalk and bicycle widths should be maintained, as well as for other portions of the seawalk and bicycle route on the easterly side of the Plaza of Nations and beside the proposed parking area to the east.

Neighbourhood Impacts and Mitigation Measures: The impacts on the local community from this proposal are expected to pertain mostly to traffic generation and on-street parking. More clarity on these impacts will come from the traffic and parking study, and at the development application stage. Appropriate mitigation measures will be developed through this process and any costs will be borne by the applicant as a condition of final approval of the form of development by Council.

Public Process and Community Issues: While the introduction of Casino - Class 2 with slot machines may generally be controversial, staff have so far received little feedback from members of the public, especially those nearby who might be directly affected by the casino. In part, this may be because a casino had long existed on the site and also because the site is somewhat isolated from nearby residents and businesses. This differs from the proposal to introduce slot machines at Hastings Racecourse which has resulted in considerable controversy in the surrounding neighbourhood.

The referral of this report to a public hearing will provide an opportunity for members of the public to speak to this issue. The process associated with the issuing of a development permit will provide additional opportunities for public input. As indicated earlier, staff will have to report back to Council to seek formal approval of the form of development, at which point Council can deal with specific mitigation measures and conditions that members of the public would have an opportunity to speak to Council about.

Prior to holding the Public Hearing, staff will organize an Open House at a community facility near the Plaza of Nations complex. Information related to the rezoning application will be presented to the public, and members of City staff and representatives from the applicant will be at hand to answer any questions and to gather feedback from those attending the Open House. During the same period, City staff will commission a public poll to measure levels of understanding among Vancouverites in relationship to the introduction of Casino - Class 2 at the Plaza of Nations. In accordance with usual cost recovery policies, the applicant will pay for the costs of the Open House and the public poll.

Incidence and Costs of Gambling Addiction: Citizens have long expressed concerns about social impacts arising from the introduction of slot machines into casinos. The main concern relates to gambling addiction and the expanded enticement for those who suffer from this condition. Information related to this issue was an important component of the Administrative Report "Introduction of Slot Machines at Hastings Park Racetrack" presented to Council on July 24, 2003, which is available online at:

<http://www.city.vancouver.bc.ca/ctyclerk/cclerk/20030724/pe6.htm>

In the above mentioned report, it is indicated that in the province of British Columbia, the current prevalence for problem gamblers is at 4.6% of the adult population. Other addiction studies conducted in other provinces during the last few years, indicate that an estimated 3% to 6% of the adult population suffer from problem gambling (Gambling in Canada, An Overview, Canada West Foundation, August 2001).

There is evidence that for addicted gamblers their behavior has potentially both a financial and an emotional price. It is difficult to assess the costs that are directly and exclusively associated with gambling behaviour. According to a recent study published by the Canada West Foundation: "Policy makers need to be aware of the impacts of gambling to balance the trade-off between the desire to provide gambling opportunities and the desire to minimize the harm to individuals." (Triumph, Tragedy or Trade-Off? - Considering the Impacts of Gambling, Canada West Foundation, August, 2001).

Policing Issues: The introduction of slot machines to the casino at Plaza of Nations will bring increased pedestrian and vehicular traffic to the area. This increase in traffic may bring additional pressures on the Police that will have to be monitored. There could also be increased criminal activities in the surrounding neighbourhood and throughout the city that can be linked to this expansion of gaming activity. The Police Department will need to assess the potential increased demands for policing services. The analysis of these demands will have to be carried out during the development permit process.

FINANCIAL IMPLICATIONS

Benefits to the City of Vancouver: The City of Vancouver, similar to other municipalities hosting casinos in British Columbia, receives a portion of casino revenue. At present, the City receives ten percent of the net casino revenue, which in 2002 generated \$3.7 million. It is projected that this year the City will receive \$3.9 million from casino revenue. As more casinos with slot machines became operational in the Greater Vancouver region (casinos in Richmond and Langley are scheduled to open in the near future), the revenue generated by Vancouver's table-only casinos will likely diminish.

If slot machines are introduced into Vancouver, the BC Lottery Corporation has indicated that the City will also receive ten percent of the net revenue generated by slot machines, which in the case of the combined casino at Plaza of Nations with 600 machines and 60 gaming tables, is projected to generate an additional \$10 to \$12 million a year for the City of Vancouver (BCLC estimates). Staff have not analyzed these projections.

Other Stated Economic Benefits: The applicant states that over 400 jobs will be protected since the Royal Diamond and Grand casinos, combined here, will continue to operate in the City of Vancouver.

The applicant states further: "In addition, the Mount Pleasant Starship Community Charitable Association and the Cordial Bingo Association can develop a feasible business plan with Grand Casino and Royal Diamond Casino for the long-term sustainability of their Bingo business and the charitable activities associated with these operations."

APPLICANT'S COMMENTS

Normal practice is for staff to seek comments from rezoning applicants on the final report. The applicant, Patrick Cotter, Architect, comments as follows:

"Building Transparency (Appendix 'C', Page 2, Item 9) - Our approach to the building will respect the transparent nature of the existing glass building, and will seek to maintain this

transparency to the extent possible given the technical and functional requirements of the space. These include achieving and maintaining prescribed lighting levels and conditions for video surveillance and monitoring of the facility. The use of screening and shading devices within the space will be required.”

CONCLUSION

The application to install a temporary Casino - Class 2 with 600 slot machines and 60 gaming tables at the Plaza of Nations raises controversial issues including concerns about potential gambling addiction, the amount of traffic generated and parking required for the 21 hour per day, seven day a week operation. A significant issue is the applicant's assertion that the proponents must have a parking facility to accommodate 1,200 vehicles, including parking for unrelated users, or the project is in jeopardy, while the ODP designates more than half the proposed parking area for pending park development.

However, the use is not inconsistent with the commercial and entertainment orientation of the Plaza of Nations site. Furthermore, the proposal is expected to maintain 400 casino jobs and the revenue share to the City would help pay for public benefits nearby and elsewhere in the city on an ongoing basis. Traffic and noise mitigation measures, as determined by further studies, would be paid for by the proponents.

On balance, staff recommend the amendment to the CD-1 By-law to permit a temporary Casino - Class 2 at the Plaza of Nations subject to conditions to guarantee its temporary nature, limit the amount and geography of the parking and provide for pedestrian linkages and quality enhancements to the site.

* * * * *

DRAFT BY-LAW AMENDMENTS REQUIRING A PUBLIC HEARING

Note: By-laws will be drafted generally in accordance with the provisions listed below; subject to change and refinement prior to posting.

DRAFT CD-1 AMENDING BY-LAW PROVISIONS:

CD-1 By-law No. 7592 for 750 Pacific Boulevard (Plaza of Nations) is amended as follows:

Uses:

Amend Section 2, Uses, to add Casino - Class 2 as a permitted use.

Conditions of Use:

Amend Section 3, Conditions of Use, to provide that for Casino - Class 1 or Casino - Class 2, the amount of floor area for gaming activity and related circulation be limited to 3 400 m² (36,598 sq. ft.). For the purpose of this By-law, gaming activity means either slot machines or gaming tables or a combination of slot machines and gaming tables.

Further amend this section to provide that for Casino - Class 2, gaming activity be limited to 600 slot machines and 60 gaming tables.

Floor Area and Density:

Amend Table 1, section 4.2 under Section 4, Floor Area and Density, to add Casino - Class 2 into the Use box along with Hall, Casino - Class 1, Bingo Hall, Theatre and Clubs.

Amend section 4.4 to provide that for Casino - Class 1 and Casino - Class 2, covered walkways and entry vestibules provided for weather protection may be excluded from the computation of floor area.

Off-Street Parking:

Amend Section 6 by deleting the text and replacing it with new regulations*:

Parking, loading, bicycle, and passenger spaces are to be provided in accordance with the Parking By-law, including the availability of exemption and relaxation provisions, except:

- a) For all uses except Hotel, Casino - Class 1, Casino - Class 2, theatre ancillary to Casino and restaurant ancillary to Casino, a minimum of one parking space shall be required per 80 square metres of gross floor area, with a maximum number of parking spaces permitted that is 20 percent greater than the minimum.
- b) For Hotel, section 4.3.2 of the Parking By-law shall apply.
- c) For Casino - Class 1, a minimum of one parking space shall be required per 18.6 square metres of gaming activity and related circulation, and the maximum number of parking spaces permitted is 20 percent greater than the minimum.
- d) For Casino - Class 2 up to a maximum of 3 400 square metres of gaming area and related circulation, the minimum number of parking spaces required shall be 228, and the maximum number of permitted parking spaces shall be 306.
- e) For theatre ancillary to Casino, the maximum permitted parking spaces shall be as per section 4.2.4.2 of the Parking By-law, with the minimum required parking being 50 percent of the maximum.
- f) For restaurant ancillary to Casino, the maximum permitted parking spaces shall be as per section 4.2.5.11 of the Parking By-law, with the minimum required being 50 percent of the maximum.

*Note: The draft regulations are subject to change following receipt analysis of the traffic and parking study to be submitted prior to the Public Hearing.

Housekeeping:

Amend wording with modern by-law language.

**DRAFT AMENDMENTS TO SECTION 2 OF THE ZONING AND DEVELOPMENT
BY-LAW:**

Section 2, Definitions:

Section 2 is amended to correct references in the definitions of Casino - Class 1 and Casino - Class 2 to reflect the language used in the Gaming Control Act.

Section 10, General Regulations:

Section 10.31.2, a general prohibition of Casino - Class 2, is amended to continue to generally prohibit Casino - Class 2, "except as expressly permitted".

* * * * *

DRAFT BY-LAW AMENDMENTS NOT REQUIRING A PUBLIC HEARING

License By-law:

The License By-law is amended to:

- a) delete the current definition of Casino.
- b) define Casino - Class 1 and Casino - Class 2, substantially in accordance with the definitions for Casino - Class 1 and Casino - Class 2 as defined in Section 2 of the Zoning and Development By-law*
* Note: These definitions are recommended to be amended to correct references to reflect the language used in the Gaming Control Act.
- c) set an annual business license fee of \$195 for Casino - Class 1 and \$8,792 for Casino - Class 2.

PROPOSED CONDITIONS OF APPROVAL

Note: Recommended approved conditions will be prepared generally in accordance with the draft conditions listed below, subject to change and refinement prior to finalization of the agenda for the Public Hearing.

- (a) That, prior to the enactment of the CD-1 amending by-law, the proponents shall make arrangements to the satisfaction of the Director of Planning and the Director of Legal Services to ensure that the Casino - Class 2 at the Plaza of Nations complex will only operate at this location for up to four years after the issuance of the initial occupancy permit for this use.
- (b) That, prior to approval by Council of an amended form of development for the Plaza of Nations complex to accommodate a temporary Casino - Class 2, the applicant shall obtain approval of a development application by the Development Permit Board which shall have particular regard to the following:
 - (i) Casino - Class 2 use to be limited to a period of no greater than four years from initial occupancy.
 - (ii) Approval of an accompanying development application by the Development Permit Board for off-site parking facilities for the required ancillary parking to service the Casino development with due regard to the location which may not extend past a line extending the east side of Carrall Street from Pacific Boulevard to the shoreline. As well, due regard for size, number of vehicles to be accommodated including bus parking and landscape treatment, entries/exits and pedestrian accommodation along the waterfront, if a waterfront site is chosen, and within and through the site as deemed appropriate. Casino parking, including circulation and access aisles, located to the east of a line projected south along the easterly alignment of Carrall Street is not supported.
 - (iii) Arrangements to the satisfaction of the Director of Planning in Consultation with the General Manager of Engineering Services for:
 - (1) The provision of improvements to Pacific Boulevard adjacent or in proximity to the site, and new or modified signalization, as required;

- (2) The location and design of access to/from, and circulation routes within, the site;
- (3) The design of all parking areas, and passenger and goods loading facilities;
- (4) Improvements to support pedestrians, bicyclists, and transit riders, in particular, but not limited to, modifications to the False Creek Seawall in or surrounding the site, and adjacent to any parking areas developed in association with this application, and interim development of the Carrall Street Greenway from Pacific Boulevard to the Seawall;
- (5) Operation of the Plaza of Nations site once the proposed casino is operational with respect to the entire calendar of special events anticipated;
- (6) An access and event operations plan to address vehicular access and parking when there are events at major venues within the area that would affect the availability of parking for the casino;
- (7) Appropriate traffic and noise mitigation measures if determined to be needed and funding by the applicant for these measures to be agreed to;
- (8) Architectural treatment, finishes, signage and lighting to be of high standard without being unduly over illuminated;
- (9) Retention of the transparency of the building from inside and outside by keeping slot machines and furniture away from the windows and keeping the windows uncovered;
- (10) Design development to locate a standard dimensioned seawalk and bicycle route through the Plaza of Nations complex by either reducing the size or relocating the guest drop-off in a northerly direction or constructing a new seawalk and bicycle route around the southerly point of the proposed casino, and ensure the route is fully accommodated to the satisfaction of the Director of Planning and the General Manager of Engineering Services;

- (11) Design development to locate the guest drop-off outside the central plaza area to maintain the character, function and integrity of that space;
- (12) Design development of a landscape plan for the whole site area of the casino proposal that includes, among other things, the site edges along Pacific Boulevard South, and along the seawalk and bicycle route, and including these elements for the parking lot to the east of the site, if pursued by the proponents;
- (13) Should the proponents pursue a parking lot to the east of the site, design development of a walkway forming an extension from Carrall Street to the shoreline which may travel along the east side of a line extended from the east side of Carrall Street from Pacific Boulevard South to the shoreline; and
- (14) Public benefits to the satisfaction of City Council.

ADDITIONAL INFORMATION

Site, Surrounding Zoning and Development: The CD-1 zoned Plaza of Nations site is approximately 1.2 hectares (3 acres). To the north is the BCPED zoned B.C. Place Stadium. To the west is Area 6(a) which is a proposed high-density residential neighbourhood. To the east is Area 6(c) which is indicated in the False Creek North Official Development Plan as a future commercial area with a marina. To the east of Area 6(c) is a park site that is to be developed in conjunction with either Area 6(a) or 6(c). To the south is False Creek.

Preliminary Design Review: There are four major design concerns with the proposal, the impact on the public seawalk and bicycle route, the impact on the character and function of the central plaza area, the extent of the surface parking area and limited site landscaping.

1. **Seawalk and Bicycle Route** - An important portion of the seawalk and bicycle route that circles False Creek is through the Plaza of Nations. Currently this route passes around the central plaza and between the northerly edge of the proposed casino and Building B (former casino). The proposal locates a guest drop-off in this location. There are two design solutions that can address this concern. First, the guest drop-off could be reduced in size or pulled to the north where there is currently some surface parking. Second, the route could be designed so that it passes around the southerly point of the proposed casino. In both cases the full standard seawalk and bicycle widths should be maintained. The other portion of the seawalk and bicycle route on the easterly side of the Plaza of Nations and beside the proposed parking area also appears to be impacted by the proposal although the presented drawings lack clarity for this area. Again, the full width of the seawalk and bicycle route needs to be accommodated throughout the easterly area of the site.
2. **Central Plaza** - The central plaza is used for a variety of public and private functions. The design of the guest drop-off between the northerly edge of the proposed casino and Building B intrudes into the central plaza and will negatively impact the character, function and integrity of that space.
3. **Surface Parking** - The proposed surface parking extends over the area that is proposed for a future public park, Creekside Park. Staff recommends the surface parking should be outside this park area and therefore limited to the easterly alignment of the Carrall Street extension.
4. **Landscaping** - Apart from some landscaping in the surface parking area proposed to the east of Plaza of Nations, there is little or no landscaping indicated for the Casino

site. A fully designed landscape plan needs to be prepared for the whole site area of the Casino proposal. Areas that need landscaping include, among others, the site edges along Pacific Boulevard South, all the edges of the surface parking, and along the seawalk and bicycle route.

Comments of the General Manager of Engineering Services: In applying to convert most of Building C at the Plaza of Nations to a Class 2 Casino use, there are a number of areas of concern to Engineering Services, described in the following.

1. **Parking** - The applicant also seeks to develop an extremely large parking lot on adjacent lands to the east, totaling well over 1,200 new parking spaces. This is done without a rationale for these spaces, nor disclosure of what agreements are in place or considered for the use of this parking at various times of the day. Staff are concerned that the provision of such an extent of parking opens the door for unwanted auto commuting in consideration of this location close to the Downtown. It could also delay the implementation of a needed park. A lesser amount of parking, within the range as outlined below, should accommodate typical parking demands expected.

Should the proposed casino be unusually successful, and parking demand exceed expectations, then the operators could pursue further parking provision by entering into agreements to secure spaces within existing nearby parking resources and/or by applying to the City for a development permit to develop parking as a principal use on a temporary basis on a site in the area. There is also an ample supply of evening and weekend parking within walking distance in the downtown.

Meanwhile, the current parking standard in effect for the Plaza of Nations is structured to forgive a large amount of minimum required parking, without any restriction on the maximum parking permissible. Given the current uses approved for the one minor and three major buildings on the site, it has been calculated that well over 1,000 parking spaces are "required", though only 428 spaces must be provided. There is a need for more relevant and realistic parking standards.

After considering several alternative means of assessing parking for the Plaza of Nations, staff conclude that the most straightforward and applicable way of calculating parking would be to set a minimum requirement of one space per 80 square metres gross floor area as the standard for all uses in Buildings A, B, and D, same as for International Village, and a maximum that is 20% above the minimum; this results in a minimum requirement of 212 spaces and a maximum of 254 spaces (see explanatory table at the end of Engineering Services' comments).

For Building C, where the Class 2 Casino (as well as theatre and restaurant) use is proposed, a more customized standard is necessary. The city-wide standards for theatre and restaurant uses serve as suitable maxima at this Downtown edge locale, while the minimum standards should be half of that. The estimated results comprise minima of 42 and 25 spaces for the theatre and restaurant uses, respectively, and maxima of 84 and 50 spaces. For the casino, the floor area-based standard in the Parking By-law for a Class 1 Casino is first increased 25% to account for the inclusion of the more densely packed slot machines, then halved to account for the location in arriving at a minimum requirement estimated at 228 spaces. A maximum of 306 spaces was determined by pro-rating the observed parking demand at the Great Canadian Casino operation the Broadway Holiday Inn per the increase in number of gaming seats. Combining the numbers for all uses in Building C results in a minimum of 295 spaces and a maximum of 440 spaces.

Combining the numbers for all four buildings yields an estimated minimum parking requirement of 507 spaces, and a maximum of 694 spaces permitted. The site includes 287 parking spaces below grade, with approximately 80 spaces on the surface to the west of Building A. On-site surface spaces available east of Building B are expected to be removed, such that an additional 140 spaces, approximately, would be required and up to a further 187 spaces permitted. The additional required parking would fit in the area west of the proposed Carrall Street extension, though it is likely that only a minority of the further 187 spaces could.

2. Pedestrian/Cycling Access and Ferry Dock - The Plaza of Nations has still not provided the services required under the 1999 (hotel) rezoning. Staff have requested the site owners to provide these obligations prior to the November 30, 2004 date noted in the existing Services Agreement, but there has been no reply. The present application must be reviewed with consideration as to whether any of the following items will be required:
 - a) Shoreline Protection Works - Improvements to the existing seawall walkway.
 - b) Primary Walkway - Provision of a defined, well lit primary pedestrian route through the site.
 - c) Primary Bikeway - Provision of a defined, well lit primary bikeway through the site.

- d) Alternative Walkway/Bikeway - Provide an alternative walkway/bikeway, which detours around the site via Pacific Boulevard, to be used during Plaza events. On Pacific Boulevard, staff expect that the existing curb be moved north and a wider sidewalk installed to accommodate a 9.0 metre wide walkway/bikeway, separated from traffic. A parking kiosk at the east end of the site is in conflict with the expected route, and would require removal or relocation. Furthermore, along the west edge of the site parking must be removed to eliminate conflicts with pedestrians and cyclists when the alternate route is in use. The route must employ proper standards of design, safety, and furnishing; in all sections of walkway aligned with the bike route a landscaped median of 1.5 metre width would be required.
 - e) Walkway Around the Site - As noted in the 1998 rezoning report to Council, it is possible to extend the current walkway around the site by constructing a link along the south edge of Building C. While Council then did not require this link, constructing this walkway would eliminate the high level of conflict between users of the Plaza space and the seawall. Furthermore, if this option were implemented, the applicant would not be required to provide a defined path through the site for the primary bikeway or complete modifications to Pacific Boulevard for the alternate walkway/bikeway. And, particularly with the proposal for a front door drop-off for the casino, a walkway around the site at the water's edge would eliminate conflicts between the walkway/bikeway and passengers being served at the porte-cochere.
 - f) Ferry Dock/Ceremonial Dock - The Owner is required to provide a ferry dock on the west end of the waterlot. As it may be difficult to get Burrard Environmental Review Commission (BERC) approval for a new ferry dock at this location, the applicant will need to work with the owner of the Plaza of Nations site to provide the Ceremonial Dock as the main ferry dock. Staff would require the installation of lighting, litter receptacles, and sheltered benches on the Ceremonial Dock.
3. Special Events - The proposed parking is in direct conflict with the Indy track as well as Indy's vehicle maintenance area. The Indy also uses Building C for its media centre and exhibition. As the City is legally obligated to provide space for Indy for at least another year, clarification is required that casino operations would be suspended or modified during this time. Plans to accommodate other events, such as the Dragon Boat Festival, Chinese New Year, and Cirque du Soleil are also required.

4. Use of Performance Space - Under an existing legal agreement, the Owner is required to provide the outdoor public performance space free to community users three days per month. Clarification is required that this proposal will continue to provide for this.
5. Vehicle Access and Circulation - Staff are concerned how traffic patterns will be changed and managed, whether additional street or signal infrastructure is required, that movements to, from, and within the site are designed to be safe and efficient, and that the needs of all vehicles, including delivery trucks, charter buses, HandiDarts, and limousines have been accommodated. The consultant must investigate these matters, as well as those below, and advise.
6. Parking, Loading, and Drop-Off Spaces - The applicant must ensure that adequate provisions are made for vehicle parking and passenger loading, and that facilities are adequate for delivery trucks, charter buses, taxis, HandiDarts, and limousines.
7. Transit Service - The consultant should comment on whether transit service will be adequate to serve the site with the proposed new development in operation, especially in light of the suggested opening hours.
8. Pedestrians and Bicyclists - Staff are concerned that pedestrians and bicyclists will be able to access the site safely and conveniently. The applicant must work with staff to determine what improvements to the pedestrian and bicycle network, both on or off the site, are required, and how bicyclists will be accommodated with respect to parking and shower/change facilities.

In view of the many contingencies for the proposed development, particularly in the absence of the required transportation consultant's report, a broadly based prior-to condition is recommended, calling for arrangements to be made for provisions for addressing all issues as outlined above to the satisfaction of the Director of Planning in consultation with the General Manager of Engineering Services.

Explanatory Table:

PLAZA OF NATIONS PARKING SUMMARY

BUILDING	ASSESSABLE AREA (m ²)	PARKING SPACES	
		MINIMUM REQUIRED	MAXIMUM PERMITTED
A	8 091	101	121
B	8 490	106	127
D	367	5	6
SUB-TOTAL I ¹	16 948	212	254
C - Theatre ²	748±	42	84
C - Restaurant ³	650±	25	50
C - Casino-Class 2 ⁴	3 400±	228	306
SUB-TOTAL II		295	440
GRAND TOTAL		507	694
Less existing parking:	287± Structure 80± Surface 367± Total	-367	-367
NET ADDITIONAL		140	327

- 1 Minimum rate is 1:80 m² GFA; maximum 20% greater than the minimum.
- 2 Minimum rate is 50% of the maximum; maximum is 1:9.3 m² assembly area.
- 3 Minimum rate is 50% of the maximum; maximum is 1:50 m² GFA first 100 m², 1:10 m² GFA next 400 m², and 1:20 m² GFA above 500 m².
- 4 Minimum rate is 50% of the casino-class 1 rate of 1:9.3 m² assembly area plus 25% for inclusion of slot machines; maximum is proportioned as per the Great Canadian Casino=s (at Broadway Holiday Inn) documented peak parking demand of 81 spaces per 270 gaming seats.

Comments of the Chief License Inspector: The Chief License Inspector advises that if Casino Class 2 is permitted, the License By-law must be amended to include this use. It is recommended that new Casino Class-1 and Casino Class-2 definitions be inserted into the license by-law and corresponding fees be established of \$195 for Casino Class-1 and \$8,792 for Casino Class-2. These fees are based on the current fee for Casino for a Casino Class-1 and the fee for Horseracing for a Casino Class-2.

Park Board Comments: Park Board staff do not support a parking proposal that would delay the delivery of the extension of Creekside Park.

Environmental Implications: While bus service and Skytrain stations are within walking distance, it is expected that many patrons of the casino will arrive by car, especially those who plan to stay into the late hours. Staff do not support the applicant's proposal for off-site parking to accommodate 1,200 vehicles.

Social Implications: There are negative social implications to this proposal in the form of potential gambling addiction which will also be the case if the slots allocated to Vancouver are re-allocated to nearby municipalities. There are no implications with respect to the Vancouver Children's Policy or Statement of Children's Entitlements.

Council Policy Decisions on Gaming: On January 27, 1987, Council asked the Attorney-General to begin a review of the regulations governing the operation of casinos as soon as possible, and that the City, and other concerned groups and individuals, be given the opportunity to express in detail their concerns and suggestions for improvements. Council also expressed its concern that revisions to casino gambling regulations adhere to basic principles, including that the maximum financial benefits accrue directly to the social service agencies sponsoring the events; and that appropriate, strict controls be in place to discourage or prevent possible negative social consequences, such as compulsive gambling or criminal activity.

On July 26, 1994, Council requested that the Provincial Government ensure that there will be municipal participation in the evaluation of community impacts for any expansion to gaming activity, including video lottery terminals, gaming on First Nations lands and major casinos. Council further requested that gaming legislation or regulations include municipal endorsement of specific gaming locations prior to approval, and that approval of any new gaming activity be conditional on a portion of the revenue being available to local government for mitigation measures.

On November 1, 1994, Council passed a resolution opposing gaming expansion including the introduction of video lottery terminals (VLTs) and, that the City of Vancouver considered gaming expansion a matter of determination by the people of British Columbia through appropriate broad and local involvement in a meaningful consultation program.

On March 25, 1997, Council reiterated its demand to the Provincial Government for a comprehensive Gaming Act before expanded gaming activity goes forward. Council further advised the Minister of Municipal Affairs and the Minister of Employment and Investment that Vancouver opposed the addition of slot machines as an expanded gaming option.

On October 7, 1997, Council adopted amendments to the Zoning and Development By-law to permit a limited number of charity-operated casinos in certain areas of the city and to prohibit casinos with slot machines. The amendment prohibiting casinos with slot machines was challenged by the B.C. Lottery Corporation and the City successfully defended the By-law in the B.C. Supreme Court and Court of Appeal.

In January 1999, the Province introduced the White Paper on Gaming which recommended legislation changes which could have drastically limited historic municipal powers in relation to casinos and other gaming establishments. On March 9, 1999, Council responded to the Provincial White Paper, by reiterating its stand on the preservation of municipal powers on issues surrounding gambling expansion.

On September 12, 2000, Council indicated to the Province, a number of concerns regarding the Gaming Control Act (Bill 30-2000) introduced to the Legislature in July 2000 (later withdrawn). Some of the concerns raised at the time related to commitments made by the Province through the Memorandum of Understanding signed with UBCM in June, 1999.

On March 12, 2002 Council informed the Minister Responsible for Gaming in B.C. that it had serious concerns with Bill 6-2002, the Gaming Control Act, and submitted a staff Report outlining these concerns to the Provincial Government and to the UBCM, as the City of Vancouver's response to the Gaming Control Act.

(Copy of original letter in Social Planning Department)

Planet Bingo

Operated by Mount Pleasant Starship Community Association (MPSCCA)
2655 Main Street, Vancouver, B.C. V5T 3E7

October 17, 2003

Mr. Larry Beasley,
Director of Current Planning
City of Vancouver
453 West 12th Avenue
Vancouver, BC
V5Y 1V4.

SUBJECT: REZONING APPLICATIONS FOR THE INTRODUCTION OF SLOT

Dear Mr. Beasley:

Further to the introduction of slot machines in the City of Vancouver and the position of MPSCCA/Planet Bingo please note the following.

At a special meeting held October 15, 2003, member organizations of MPSCCA/Planet Bingo ratified, by a vote of 59 to 1, the Management Committee decision to support slot machines in the City of Vancouver subject to the following:

- 1) Construction of a new and modern bingo facility in conjunction with an amalgamated casino in the downtown area.
- 2) A commitment from the BC Lottery Corporation to provide new additional electronic games on an updated system within 90 days of the City's decision to approve slot machines.
- 3) A resolution to the outstanding issue of lost Planet bingo allocations to charities from GPEB.

We have secured a Memorandum of Understanding with the developers of the proposed amalgamated casino that will satisfy our future facility needs. Negotiations on these and other issues continue to our satisfaction. Of importance to our members is a timeline of no later than 2006 for the completion of new facility for Planet Bingo.

We have also been able to secure a letter of intent from the BC Lottery Corporation that has addressed the immediate need for additional bingo options to allow us to remain

competitive in a new marketplace that will now include slot machines. Other issues with the BCLC are under discussion.

Discussions with GPEB have produced an understanding that funding reductions for years two and three of the current Certificates of Affiliation will be restored to the previous level of funding in the event of a significant revenue gaming growth to the province of BC.

Based on the above commitments, and the understanding that our interests will continue to be a high priority to the casino operators, the BCLC, the Province of BC and the City of Vancouver, MPSCCA/Planet Bingo supports the rezoning applications at Hastings Racecourse and the interim casino at the Plaza of Nations.

Yours truly,

Margaret Coates,
President,
MPSCCA

APPLICANT, PROPERTY, AND DEVELOPMENT PROPOSAL INFORMATION

APPLICANT AND PROPERTY INFORMATION

Street Address	750 Pacific Boulevard (Plaza of Nations)
Legal Description	N/A - amendment to CD-1 By-law No. 7592
Applicant	Mr. Patrick Cotter, Patrick Cotter Architect Inc.
Architect	N/A - form of development not under consideration
Property Owner	Canadian Metropolitan Properties Corp.
Developer	Royal Diamond Casinos and Grand Casinos

SITE STATISTICS

	GROSS	DEDICATIONS	NET
SITE AREA	approx. 1.2 ha. (3 ac)	none	

DEVELOPMENT STATISTICS

	DEVELOPMENT PERMITTED UNDER EXISTING ZONING	PROPOSED DEVELOPMENT	RECOMMENDED DEVELOPMENT (if different than proposed)
ZONING	CD-1	CD-1 amended	
USES	various entertainment including Casino - Class 1 hotel Office and Retail Uses Production and Rehearsal Studio	to add Casino - Class 2 to permitted uses to accommodate 600 slot machines and 60 gaming tables	floor area limitation on gaming area and required circulation and a maximum of 600 slot machines and 60 gaming tables.

CITY OF VANCOUVER

COMMUNITY SERVICES
Planning Department
Current Planning

MEMORANDUM

January 19, 2004

TO: Mayor Campbell & City Councillors (at Public Hearing)

COPY TO: J. Rogers, City Manager
B. MacGregor, Deputy City Manager
J. Forbes-Roberts, General Manager of Community Services
D. Rudberg, General Manager of Engineering Services
J. Brooks, Director of Social Planning
F. Connell, Director of Legal Services
S. Baxter, City Clerk
M. Lee, Senior Social Planner
D. Thomsett, Senior Planner, Rezoning Centre

FROM: L. Beasley, Director of Current Planning

SUBJECT: Text Amendment: 750 Pacific Boulevard - Casino

The purpose of this memorandum is to advise Council of the results of public consultation process events and other information that has come forward subsequent to December 2, 2003 when the rezoning application for a Casino - Class 2 was referred to a Public Hearing.

Public Open House

The staff report dated November 17, 2003 advised that staff would organize an Open House to explain the casino proposal to the public prior to the Public Hearing.

The Open House was held on the evening of January 12, 2004 at the Roundhouse Community Centre. Staff notified approximately 2,500 property owners within approximately two blocks of the perimeter of the Plaza of Nations site, and placed advertisements in The Courier, Ming Pao and Sing Tao newspapers. A news release was sent to media outlets, community centres and libraries prior to the evening. On the City's website, the event was highlighted with a link to more detailed information for one week prior to the event. Acting on the City's instruction, the applicant erected two yellow rezoning signs - one on the proposed casino building and one on Pacific Boulevard.

The open house format consisted of panels with information provided by staff on the rezoning proposal, the City's gaming policies and the expected financial benefits. Additional panels with information provided by the proponents of the Casino and the B.C. Lottery Corporation were also on display. Several staff, the applicant and representatives from the B.C. Lottery Corporation were available to answer questions.

Approximately 75 people attended the Open House, of which 28 advised staff they live or work in the surrounding area. The questions raised and the comments made suggest that some are in favour and some are opposed while others gave no evidence of an opinion. Comments sheets were filled in by 15 people. Two were generally in favour of the casino, 10 were generally opposed to the casino and three gave no opinion on the casino. In summary, the written comments were:

In Favour:

The four-year time limit seems reasonable	2 persons
Will provide a good source of revenue	1
Will be good for tourism	1
Will avoid having to travel to Burnaby or Coquitlam to play slots	1

Opposed:

Various social costs of gambling addiction and impacts	10
Will attract a criminal element	2
Will result in more traffic congestion and noise pollution	1
Prefer to pay higher taxes rather than depend on gambling revenue	1
Has no place in this residential community	1
The Open House presentation materials seem biased towards support	1
Too close to the Downtown Eastside	1
People should enjoy nature, not sit in a casino gambling	1

Other Comments:

The Seawall walkway should continue on the water side of the development	3
Outdoor Plaza events are too loud and go too late into the evening	2
This approval should not impact the development of the future park	2
Should re-establish pedestrian access through the Plaza of Nations site	1
Should be no idling buses	1
Should be no excessive lighting	1
Should be no loud entertainment noise	1
Significant revenue should be directed to the needs of the Downtown Eastside	1
Provision of additional parking is essential	1
Should be a definite time limit on the use	1
Should consider the Hastings Community Forum's proposal for slot machines	1
Will result in a re-allocation of disposable income to "no-product" gambling	1

Public Opinion Poll

The November 17, 2003 staff report also advised that staff would commission a public opinion poll.

Staff commissioned the Ipsos-Reid Corporation to conduct a telephone survey on "Attitudes Toward Gaming in the City of Vancouver" The survey was conducted between December 8th and December 15th, 2003 with a randomly selected sample of 700 adult residents. The interviews were screened to represent residents from all four quadrants of the city, with over-sampling in the downtown area and in the Hastings-Sunrise area.

Copies of the recently-submitted report by Ipsos-Reid is available from the City Clerks Office, and is also posted in full on the City's website at www.city.vancouver.bc.ca, under "What's New". Printed copies will also be available for the public on the evening of the Public Hearing. Staff have reviewed the report and some of the survey's highlights are as follows:

- When asked to comment on top-of the mind issues in Vancouver, Vancouverites first mention Crime/Safety (18%); Poverty/Homelessness (16%), and Transportation (15%) as the most important issues facing the community. Issues related to Gambling/Casinos are lower in the list with 2% first mentions. When adding the total mentions, Gambling/Casinos issues are at 4%.

- Only 1% of residents of the downtown area mention Gambling/Casino as top-of mind issue.
- Casino gaming is opposed by the majority of Vancouverites. When asked for their opinion on the concept of reducing the overall number of casinos but building a few larger casinos instead, 50% were opposed, compared to 39% in support.
- Concern with gambling addiction is mentioned as the top issue behind the opposition to the casino proposal, while ability of the City to receive additional revenue is mentioned as the main reason to support the proposal.
- Only 26% of Vancouverites were aware of the temporary casino proposal for Plaza of Nations, while 79% were aware of the Hastings racetrack proposal.
- 65% of respondents believe that slot machines are already available in the City of Vancouver.
- When initially asked, the total support for the Plaza of Nations casino proposal was at 35% (42% in the downtown area) while 60% opposed (57% in the downtown). The post-survey support to the Plaza of Nations casino increased 3 points to 38%, while the opposition decreased 1 point to 59%. In comparison, 46% support the Hastings Racetrack proposal, while 49% are opposed.

These findings are not a surprise to City staff. Ever since the discussions surrounding the casino at the waterfront proposal in 1994, and the legal confrontations with the provincial government (on issues related to gambling expansion) in 1997 and 1998, Vancouverites have maintained a significant level of reluctance to accept casinos with slot machines.

Parking and Traffic Study

It was hoped the required parking and traffic study would have been submitted by the applicant prior to the open house, but this was delayed until its submission in draft format on January 14th. A preliminary review of the draft report by Engineering Services staff indicates that there are no insurmountable traffic problems, even during pre- or post- game conditions at one of the nearby arenas.

The study will be fully assessed by Engineering Services at the development application stage. All traffic, access and parking related issues will be dealt with at that stage, after which Council will consider approval of an amended form of development for the Plaza of Nations site.

The applicant is not contesting the minimum and maximum parking standards for Casino - Class 2 recommended by Engineering Services and reflected in the draft CD-1 By-law.

Next Steps

If Council approves the rezoning following the Public Hearing, the applicant is then free to submit a development application for Casino - Class 2 for four years. All the Council-adopted development permit conditions would have to be addressed, and the application would be evaluated against these conditions.

The same approximately 2,500 surrounding property owners would be notified of the development application as were notified of the rezoning Public Hearing, and would be invited to view the plans and provide comments.

Following a full staff assessment, a decision on the development application would be made by the Development Permit Board. Delegations from the public are welcome at these meetings. If the development application is approved, staff would report to Council with a recommendation that Council approve an amended form of development for the site. This approval must be achieved prior to the issuance of the development permit.

Policing Issues

At the time of the referral of this matter to a Public Hearing, it was stated that an analysis of Policing issues will be carried out during the development application stage. This statement is still valid.

Any further commentary available on this subject will be reported at the Public Hearing.

Existing Casinos in Vancouver

The British Columbia Lottery Corporation (BCLC) has confirmed that their regional plan for casino activities in the Greater Vancouver area calls for a reduction in the total number of casinos in the region. This reflects the trend in Vancouver.

If the Casino at Plaza of Nations is approved, the future of the existing five casinos in Vancouver would be as follows:

- The existing Grand and Royal Diamond casinos will close permanently since they will be amalgamating and moving to the Plaza of Nations site.
- The Great Canadian casino at the Renaissance Hotel will close as soon as the Richmond casino at Bridgepoint opens in May 2004.
- The Gateway casino on Main Street will likely close due to local market considerations and regional plans involving the BCLC and the Gateway Casinos Corporation.
- The Great Canadian casino at the Holiday Inn on West Broadway would remain with tables only.

If the casino with slots at Plaza of Nations is not approved, some casinos with only gaming tables would remain in the City. The two casinos that have provincial authorization to relocate and to have slot machines (Grand and Royal Diamond) may try to relocate to another municipality.

Other Municipal Developments - Slot Machines

Since the referral of the application to Public Hearing, there have been two important developments that relate to gaming expansion in the region.

On December 16, 2003 Surrey City Council voted in favour of a unique electronic gaming facility at Fraser Downs racetrack. The facility, which is scheduled to open in April 2005, will include 300 slot machines, a renovated clubhouse and grandstand, as well as a refurbished exterior and parking lot.

On January 8, 2004 Gateway Casinos presented an application to the City of Burnaby to relocate its casino, presently located at 4320 Dominion Street to the Still Creek industrial area. The proposal is for a larger facility that may include as many as 600 slot machines. The existing casino has 300 slot machines. This application will require a public hearing.

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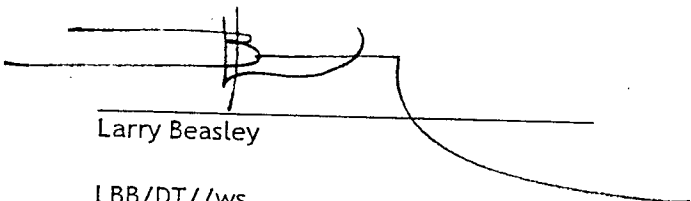
The distribution of slot machines in the region stands as follows:

Burnaby:	300 slot machines (plans to increase to 600 machines)
Coquitlam:	450 slot machines
New Westminster:	300 slot machines at Royal City Star Riverboat
New Westminster:	169 slot machines at Royal Towers (moving to Langley in 2005)
Richmond:	650 slot machines (May 2004)
Langley:	300 slot machines (January 2005)
Surrey:	300 slot machines (April 2005)

The BCLC would like to place 600 slot machines at the Plaza of Nations casino, and 600-900 slot machines at the Hastings Racecourse. The allocations of slot machines in the region may change if slots are not approved in Vancouver.

Casino Definitions In Section 2 of the Zoning and Development By-law

There is an error in the draft by-law to correct references in the definitions of Casino to reflect the language used in the Gaming Control Act. Under the definitions of both Casino - Class 1 and Casino - Class 2, the words "a license has been issued under the authority of" should be replaced with "authority has been given under". I recommend the draft by-law be amended accordingly.



Larry Beasley

LBB/DT//ws

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CITY OF VANCOUVER

SPECIAL COUNCIL MEETING MINUTES

JANUARY 20 AND 21, 2004



A Special Meeting of the Council of the City of Vancouver was held on Tuesday, January 20, 2004, at 7:30 p.m., in the Council Chamber, Third Floor, City Hall, for the purpose of holding a Public Hearing to consider proposed amendments to the CD-1 By-law for 750 Pacific Boulevard (Plaza of Nations) and the Zoning and Development By-law. Subsequently, the meeting was recessed, and reconvened in the Council Chamber at 7:30 p.m. on Wednesday, January 21, 2004. The Minutes have been consolidated for ease of reference.

PRESENT:

Mayor Larry Campbell
 Councillor Fred Bass
 Councillor David Cadman
 Councillor Jim Green
 Councillor Peter Ladner
 Councillor Raymond Louie
 Councillor Tim Louis
 Councillor Anne Roberts
 Councillor Tim Stevenson

ABSENT:

Councillor Sam Sullivan (Conflict of Interest)
 Councillor Ellen Woodsworth (Leave of Absence)

CITY MANAGER'S OFFICE:

Brent MacGregor, Deputy City Manager (January 20th)

CITY CLERK'S OFFICE:

Laura Kazakoff, Meeting Coordinator

NOTE FROM CLERK: Prior to commencement of proceedings on January 21, 2004, the Mayor read out a statement from Councillor Sullivan declaring a Conflict of Interest in this matter as the Councillor has a pecuniary interest in this rezoning application due to serving (at various times) as a board member of, a consultant to, and a staff person in a number of non-profit organizations that are tenants of the Plaza of Nations.

COMMITTEE OF THE WHOLE

MOVED by Councillor Stevenson
 SECONDED by Councillor Cadman

THAT this Council resolve itself into Committee of the Whole, Mayor Campbell in the Chair, to consider proposed amendments to the CD-1 By-law for 750 Pacific Boulevard (Plaza of Nations) and the Zoning and Development By-law.

CARRIED UNANIMOUSLY

1. **Text Amendment: 750 Pacific Boulevard (Plaza of Nations - Casino)**

An application by Patrick Cotter Architect Inc. was considered as follows:

Summary: To amend the existing CD-1 to permit Casino - Class 2 including slot machines. In addition, consequential amendments to Section 2 and 16 of the Zoning and Development By-law are required. At the time of enactment, amendments to the License By-law will also be required.

The Director of Current Planning recommended approval, subject to conditions as set out in the agenda of the Public Hearing.

Staff Opening Comments

Larry Beasley, Director of Current Planning, advised the two main issues before Council this evening are whether to allow slot machines in the city, and whether or not this new kind of casino is appropriate for the Plaza of Nations site. Mr. Beasley provided a description of the application, noting it represents a consortium of two casinos which will amalgamate at the Plaza of Nations site. Mr. Beasley noted that since referral to Public Hearing the applicant has agreed to fit all of the parking to the west of the Carrall Street extension, and are agreeable to the other conditions recommended by staff.

Mr. Beasley provided information regarding the Public Open House and Public Opinion Poll outlined in his Memorandum dated January 19, 2004, which was also before Council this evening. As explained in the last paragraph of that memorandum, Mr. Beasley noted the following small corrections were required to the draft by-law in the Public Hearing package:

Under the definitions of both Casino - Class 1 and Casino - Class 2, the words "a license has been issued under the authority of" should be replaced with "authority has been given under".

Mr. Beasley and Mario Lee, Social Planner, responded to questions concerning the four year time limit for this proposed casino, the public opinion poll, parking and traffic capacity revenues which may be diverted from other sources to gaming, and issues surrounding pedestrian and cyclist access through the site.

Applicant Comments

Patrick Cotter, Patrick Cotter Architects Inc., representing the applicant, noted this application presents a unique opportunity to merge two facilities into one. The proposed facility will complement the range of entertainment options in Vancouver and represent an interim step in planning for a modern downtown facility that will maintain revenue and jobs within the city. Mr. Cotter introduced several members of the applicant team, who also wished to provide comments to Council.

Gary Jackson, President, Royal Diamond Casino, representing the applicant, advised this is an economically viable application which takes into account the particular needs and circumstances of the City, residents, labour and charities and will provide a long-term asset. He noted the applicants wish to ensure the inclusion of the arts community, and also noted they have signed agreements with Planet Bingo to help keep them competitive, and with the Canadian Auto Workers in regard to the ongoing dispute at the existing Royal Diamond Casino.

Wendy Thomson, Executive Director and General Manager, Planet Bingo, representing the applicant, provided a brief overview of the history leading up to the proposed partnership with the casino applicants which will help ensure the continuation of 88 charitable community organizations providing programs and services to people in need in this city. She noted these organizations are reliant on bingo revenue and many representatives of these charities will be speaking to Council this evening in support of this application.

Vic Poleschuk, President and CEO, BC Lottery Corporation, representing the applicant, reviewed the Lottery Corporation's vision for gaming in the Lower Mainland. He noted the benefits of this application are consistent with the Lottery Corporation's commitment to generating funds to benefit the public good through the charities which receive funding from gaming, and by providing revenue to the City of Vancouver. He further noted that other municipalities which introduced slot machines are on record as having the same or decreased levels of crime in areas around the casino. Mr. Poleschuk noted that while studies do not show incidents of problem gambling have increased, the BCLC acknowledged the need for support in this area, noting revenues are provided to services working with problem gamblers.

Summary of Correspondence

Council received the following correspondence since the date the application was referred to Public Hearing:

- 442 Letters in support
- 3 petitions in support containing a total of 76 signatures
- 28 letters in opposition
- 4 other letters.

Speakers

The Mayor called for speakers for and against the application.

The following delegations spoke in opposition to the application:

David Bornman
Bill Chu (65-page petition submitted - signatures unaudited)
Henry Numan
Sue Reid (materials filed)
Eleanor Hadley
John Shayler
Isabel Minty, Citizens Against Gambling Expansion (materials filed)
Elizabeth Gysbers
Joseph Jones

Louise Seto, South Vancouver Neighbourhood Action Group
Don Cowie
James Thompson
Robin Willies
Don Clark
Claudia Ferris, Stop the Slots at Hastings Park
Carolyn Stewart
Dave Diewert
Michael Nowak
Rhonda Trenholm
Colin Hay
Chris Yip.

Comments provided by the foregoing speakers included the following:

- \$100 million in casino profits will not be new money, but a redistribution of money which would otherwise be spent elsewhere;
- in order for the City to realize \$12 million in revenue, people must lose \$206 million; can the City afford to lose that much in citizen spending;
- the proposed location will bring in people who would otherwise not consider gambling; easy access to slot machines is a risk factor; slots are a low-entry form of gaming;
- increased crime may not be apparent from outside the casinos, but is taking place within the casinos in the form of money laundering and loan sharking;
- making pedestrians and cyclists go through the Plaza of Nations rather than along the waterfront is despicable; waterfront access was a mandate of our forefathers and this application breaks that mandate;
- gambling has its place if it is small scale and unobtrusive, but do not think it is a good way to set economic and social policy;
- it is a sad situation that non-profit groups and charities have to run after gaming revenues because government funding is no longer there;
- gambling is a regressive tax; would be preferable to see direct taxation;
- casinos cannibalize money from small businesses;
- gambling, especially slot machine gambling, is an asocial activity and one which requires no language skills or any other type of skill;
- the quality of employment offered by casinos is somewhat dubious, and much of the income may be in the form of untaxable tips;
- gambling addictions require even more intense treatment than drugs or alcohol; the \$4 million provided by the Province for these programs will not even begin to fund the treatments of gambling addicts in Vancouver, let alone all of BC;
- there has been no ongoing preventative advertising on TV or radio or education programs geared to youth or the general public on gaming addictions;
- bringing slots to Vancouver, where there is already a high at-risk population, will create more addictive gambling which will lead to the break-up of families, increased violence towards women, and more women needing emergency shelter;
- increased gaming money will increase government dependence on gaming revenues, causing even more gaming promotion;
- suicide rates among gamblers is higher than among other addictions;

- gamblers can lose a large amount of money on slots in a very short period of time - approximately \$60 per hour;
- the difference in introducing slots to Vancouver, as opposed to Burnaby or Richmond, is the proximity to poor and vulnerable people;
- there are positive alternatives to slots for charities; charities can become self-sustaining by running for-profit businesses, such as thrift shops, to support the charity.

The following delegations spoke in support of the application:

John Payzant
Jim Sinclair, President, BC Federation of Labour
Vern Campbell
Kevin Hancock, Bargaining Unit, Canadian Auto Workers
Anne Davidson, Area Director, Canadian Auto Workers
Brian Taylor
Don Smith
Reg Tupper
Viki Engdahl, Executive Director, Turning Point Recovery Society
Colleen Talbot
Jason Campbell
Joy Miller
David Carr
Raymond Greenwood
Cameron Cathcart, President, West End Seniors Network
Nancy Chiavario, Executive Director, West End Seniors Network (brief filed)
Marilyn Graham
Susan King
Keith Jacobsen, President, Killarney Community Centre Association
Bill Allan
Brian McCormack
Ian Waddell
Farzad Amedi
Carl Smith
Representative, Alano Club
Kim Hogan, President, Cordial Bingo Association
Bob Grant, President, Kiwanis Club
David Young, Kiwanis Club
Trish Proulx
Craig Taylor
Kathryn Shoemaker, Vancouver Oral Centre for Deaf Children
Norman Osatiuk
Ronnie Bouvier, Downtown Eastside Women's Centre
Karen Atchison
Jane Blaine, BC Blind Sports
Leonard Schein
Ted Violini
Angelita Ballon
Rick Archambault, Strathcona Community Centre Association
Norma Stevens, Huntington Society

Don Mann
Reisa Ross
Margaret Coates, Executive Director, 411 Seniors Centre
Kelly Quinn, Vancouver District Labour Council
Len Libin
Lorraine Adamic

Comments provided by the foregoing speakers included the following:

- this proposal paves the way for a new collective agreement at Royal Diamond Casino enabling many employees to return to work; opportunity to provide upwards of 400 jobs earning a higher wage than most service industry workers;
- the fact that even workers who have been locked out for 2.5 years are eager to return to work is indicative of the good working environment; casino work provides flexibility which is attractive to young people, students, women with family responsibilities and also provides employment to many people with language difficulties;
- in regard to addiction problems, prohibition is not a solution; should be viewed in the same way as problem drinking, where services are provided to alcoholics, but access to liquor stores is not disallowed;
- programs exist for problem gamblers, including a self-exclusion program;
- this proposal fits with the legacy of this Council to side with the people, create jobs, and create revenue streams to fund social programs;
- people have the right to make their own personal choice as to how to spend their entertainment dollars, and how to spend their leisure time;
- casinos are one of the safest entertainment facilities, and the opening of a casino may even result in reduced crime in the adjacent area;
- organized crime is more likely these days to launder money through real estate, foreign investments or internet gaming, than through a casino;
- casino revenues provide necessary funding to small arts communities; would be concerned at any action which would threaten this tenuous funding;
- many charity services and programs funded in part by Planet Bingo will be lost if this proposal is not approved;
- the biggest benefactors of turning down this application will be the neighbouring municipalities which have slots; would like to see taxes in Vancouver reduced;
- this project will rejuvenate Enterprise Hall, which will be anchored by the 500-seat theatre; the tourism opportunities will be huge;
- the theatre will be offered for use during film festivals, jazz festivals, comedy festival, and will also feature a series of local and Canadian talent;
- support expressed for increased gaming revenues being used to treat and support gambling addictions; advertisement of support services is also required;
- would like to see assurance in any approvals made tonight that the new permanent bingo hall will be built as part of the casino project after the four year trial period; also suggest Council establish a separate category in the City's budget for gaming revenues and expenditures of those monies;
- applicant is committed to provide job opportunities to downtown eastside residents;
- the two casino proponents have a proven track record in working cooperatively with police and the enforcement branch of gaming control;

- Provincial government has stated it is going to generate a certain amount of increased casino revenue, with or without Vancouver's involvement;
- charitable organizations have made their own decision in entering into this agreement and supporting this application; was not done through coercion or a feeling of desperation;
- the difference between slots and VLTs were clarified;
- suggest that as a condition of approval the on-site cinema be turned into a state-of-the-art community cinema available rent-free for film festivals; gala benefits for non-profit organizations and as a venue to showcase local and Canadian films.

Donna Klingspohn, Manager, Problem Gambling Program, Ministry of Public Safety and Solicitor General (materials filed), provided information regarding the Problem Gambling Program which has been in place under a Provincial mandate for six years and provides community based services, including a 24 hour phone line.

During the hearing of the public, Mr. Beasley, Mr. Lee, and Rob Jenkins, Assistant Director, Current Planning Initiatives Branch, responded to questions concerning the agreement between the proponents and Planet Bingo, regulations regarding alcohol consumption in gaming facilities, the feasibility of requiring as a condition of approval an agreement for employing downtown residents, Provincial government gaming revenue transfers to charities, and the possibility for a condition in regard to community access to the theatre.

Applicant Closing Comments

Patrick Cotter noted the many delegations who have expressed support for this application and the many charities that this project will enable to continue. He reiterated the applicants' commitment to working with arts and cultural groups, and with the City in creating jobs for Downtown Eastside residents. He noted the proponents have set in motion a collaborative development process, and look forward to working with staff to bring this collaboration to fruition.

Staff Closing Comments

Larry Beasley summarized many of the thoughts expressed by speakers over the last two evenings both for and against the application. In terms of security of the existing Planet Bingo operation, he noted that all of the interested parties feel the Memorandum of Understanding is adequate in that regard and, therefore, he does not feel it is prudent for the City to become involved in that at the current time. In regard to issues raised by Council concerning employment options and community access to the theatre, staff have prepared additional conditions for Council's consideration in making a decision on this matter.

Council Decision

MOVED by Councillor Green

- A. THAT the application by Patrick Cotter Architect Inc. to amend CD-1 By-law No. 7592 for 750 Pacific Boulevard (Plaza of Nations) to permit Casino-Class 2, this being a casino that includes slot machines, generally as set out in Appendix A of the Policy report dated November 17, 2003 entitled "CD-1 Text Amendment -750 Pacific Boulevard (Plaza of Nations)", be approved, subject to the following conditions:
- (a) That, prior to the enactment of the CD-1 amending by-law, the proponents shall make arrangements to the satisfaction of the Director of Planning and the Director of Legal Services to ensure that the Casino - Class 2 at the Plaza of Nations complex will only operate at this location for up to four years after the issuance of the initial occupancy permit for this use.
 - (b) That, prior to approval by Council of an amended form of development for the Plaza of Nations complex to accommodate a temporary Casino - Class 2, the applicant shall obtain approval of a development application by the Development Permit Board which shall have particular regard to the following:
 - (i) Casino - Class 2 use to be limited to a period of no greater than four years from initial occupancy.
 - (ii) Approval of an accompanying development application by the Development Permit Board for off-site parking facilities for the required ancillary parking to service the Casino development with due regard to the location which may not extend past a line extending the east side of Carrall Street from Pacific Boulevard to the shoreline. As well, due regard for size, number of vehicles to be accommodated including bus parking and landscape treatment, entries/exits and pedestrian accommodation along the waterfront, if a waterfront site is chosen, and within and through the site as deemed appropriate. Casino parking, including circulation and access aisles, located to the east of a line projected south along the easterly alignment of Carrall Street is not supported.
 - (iii) Arrangements to the satisfaction of the Director of Planning in Consultation with the General Manager of Engineering Services for:
 - (1) The provision of improvements to Pacific Boulevard adjacent or in proximity to the site, and new or modified signalization, as required;
 - (2) The location and design of access to/from, and circulation routes within, the site;
 - (3) The design of all parking areas, and passenger and goods loading facilities;

- (4) Improvements to support pedestrians, bicyclists, and transit riders, in particular, but not limited to, modifications to the False Creek Seawall in or surrounding the site, and adjacent to any parking areas developed in association with this application, and interim development of the Carrall Street Greenway from Pacific Boulevard to the Seawall;
- (5) Operation of the Plaza of Nations site once the proposed casino is operational with respect to the entire calendar of special events anticipated;
- (6) An access and event operations plan to address vehicular access and parking when there are events at major venues within the area that would affect the availability of parking for the casino;
- (7) Appropriate traffic and noise mitigation measures if determined to be needed and funding by the applicant for these measures to be agreed to;
- (8) Architectural treatment, finishes, signage and lighting to be of high standard without being unduly over illuminated;
- (9) Retention of the transparency of the building from inside and outside by keeping slot machines and furniture away from the windows and keeping the windows uncovered;
- (10) Design development to locate a standard dimensioned seawalk and bicycle route through the Plaza of Nations complex by either reducing the size or relocating the guest drop-off in a northerly direction or constructing a new seawalk and bicycle route around the southerly point of the proposed casino, and ensure the route is fully accommodated to the satisfaction of the Director of Planning and the General Manager of Engineering Services;
- (11) Design development to locate the guest drop-off outside the central plaza area to maintain the character, function and integrity of that space;
- (12) Design development of a landscape plan for the whole site area of the casino proposal that includes, among other things, the site edges along Pacific Boulevard South, and along the seawalk and bicycle route, and including these elements for the parking lot to the east of the site, if pursued by the proponents;

(13) Should the proponents pursue a parking lot to the east of the site, design development of a walkway forming an extension from Carrall Street to the shoreline which may travel along the east side of a line extended from the east side of Carrall Street from Pacific Boulevard South to the shoreline; and

(14) Public benefits to the satisfaction of City Council.

(iv) Arrangements to the satisfaction of the Director of Social Planning and Director of Legal Services to prepare a casino operations job creation program targeted to qualified unemployed and underemployed downtown residents.

(v) Arrangements be made to the satisfaction of the Director of Cultural Affairs and the Director of Legal Services to provide community access to the theatre in Building "C" in the Plaza of Nations, capital expenditures and operating expenses as feasible.

B. THAT consequential amendments initiated by the Director of Planning to amend the definition of Casino - Class 2 in Section 2 and amend Section 10.31.2 to permit Casino - Class 2 only where expressly permitted be approved; and

FURTHER THAT the amendment to the draft by-law as set out in the memorandum dated January 19, 2004, from the Director of Current Planning to correct references in the definitions of Casino to reflect the language used in the Gaming Control Act, be approved as follows:

Under the definitions of both Casino - Class 1 and Casino - Class 2, the words "a license has been issued under the authority of" should be replaced with "authority has been given under".

C. THAT, if the rezoning is approved, at the time of enactment the by-law be accompanied by amendments to the License By-law to delete the Casino definition and define Casino - Class 1 and Casino - Class 2 in Schedule A with a corresponding per annum fee of \$195 for Casino - Class 1 and \$8,792 for Casino - Class 2.

CARRIED

(Councillors Bass, Ladner, Louis and Roberts opposed)

RISE FROM COMMITTEE OF THE WHOLE

MOVED by Councillor Louie

THAT the Committee of the Whole rise and report.

CARRIED UNANIMOUSLY

ADOPT REPORT OF COMMITTEE OF THE WHOLE

MOVED by Councillor Louie

SECONDED by Councillor Stevenson

THAT the report of the Committee of the Whole be adopted, and the Director of Legal Services be instructed to prepare and bring forward the necessary by-law amendments.

CARRIED UNANIMOUSLY

The Special Council recessed on January 20, 2004 at 11:59 p.m.
and adjourned on January 22, 2004 at 12:30 a.m.
