



# City of Richmond

# Report to Committee

**To:** General Purposes Committee

**Date:** August 17, 2005

**From:** Terry Crowe  
Manager, Policy Planning

**File:**

**Re:** "MATERIALLY AFFECTED" CONSULTATION - PROPOSED SLOT MACHINES  
HASTINGS RACECOURSE (2901 EAST HASTINGS STREET)

### Staff Recommendation

That the City of Vancouver be advised that Richmond will not be "materially affected" by the proposed addition of 600 - 900 slot machines to the Hastings Racecourse at 2901 East Hastings Street in Vancouver.

Terry Crowe  
Manager, Policy Planning

Att. 2

<b>FOR ORIGINATING DIVISION USE ONLY</b>		
<b>CONCURRENCE OF GENERAL MANAGER</b>		
<b>REVIEWED BY TAG</b>	YES <input checked="" type="checkbox"/> <i>dw</i>	NO <input type="checkbox"/>
<b>REVIEWED BY CAO</b>	YES <input checked="" type="checkbox"/> <i>M. de K...</i>	NO <input type="checkbox"/>

## Staff Report

### Origin

A letter dated July 12, 2005 (**Attachment 1**) was received from the City of Vancouver requesting that Richmond provide written comments as to whether or not it will be “materially affected” by the proposed addition of 600 - 900 slot machines at Hastings Racecourse in Vancouver.

### Findings Of Fact

#### 1. The Proposal

The City of Vancouver is considering adding 600 - 900 slot machines to the Hastings Racecourse at 2901 East Hastings Street in Vancouver. The Racecourse currently has no slot machines.

The Gaming Control Act requires that the British Columbia Lottery Corporation not proceed with such a change unless it is satisfied that the municipality has consulted all municipalities and first nations that are immediately adjacent or “materially affected”.

#### 2. Definition of “Materially affected”

“Materially affected” is defined by Section 11(2) of the Gaming Control Act as:

- (2) *For the purposes of the Act “materially affected”, in relation to a municipality, regional district or first nation, means 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  - (c) *Repealed.*

#### 3. Preliminary response from the City of Richmond

On August 10, 2005 a preliminary letter of reply (**Attachment 2**) was sent from Richmond staff to ensure that Vancouver received a written response within 30 days of receipt, as required by the Gaming Control Regulation, Section 12.1(4).

The letter indicated that:

- Richmond City Council would review the request at its next meeting on September 6, 2005, and
- An unofficial assessment indicates that Richmond will not be materially affected as the proposal is too far away from Richmond to experience infrastructure, policing or traffic impacts.

The RCMP, Engineering and Transportation Planning departments were consulted in arriving at this conclusion.

**Analysis**

As the Hastings Racecourse at 2901 East Hastings Street is not adjacent to Richmond, Richmond will not be “materially affected” by the addition of 600 slot machines at this location, as defined by the Gaming Control Act.

**Financial Impact**

None.

**Conclusion**

Staff recommend that Council inform the City of Vancouver by letter that Richmond will not be “materially affected”, as defined by the Gaming Control Regulation, by the addition of 600 - 900 slot machines to the Hastings Racecourse.



Lesley Sherlock  
Social Planner  
(4220)

LS:cas



CITY OF VANCOUVER  
CITY CLERK'S DEPARTMENT  
Public Access and Council Services

ATTACHMENT 1

City of Richmond  
**RECEIVED**

JUL 14 2005

CAO's OFFICE

File Number: 2633

July 12, 2005

Rod Kray  
City Clerk  
City of Richmond  
6911 No. 3 Road  
Richmond, BC V6Y 2C1

*Terry Crowe*

Dear Mr. Kray:

Re: Consultation Concerning Gaming Facilities in Vancouver  
Hastings Racecourse (2901 East Hastings Street)

### Purpose

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

### Legislative Provisions

Under s. 19(1)(b) of the *Gaming Control Act*, the British Columbia Lottery Corporation must not develop, use or operate 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 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, means 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) Repealed.

A copy of sections 11, 12, and 12.1 of the *Gaming Control Regulation* is enclosed for your reference (Appendix B).

### The Proposal

The proposal provides for the introduction of 600 slot machines at Hastings Racecourse in Vancouver. The following material, which describes and provides other information about the proposal, is enclosed:

1. Policy Report dated November 17, 2003 (Appendix C)
2. Memorandum dated May 31, 2004 (Appendix D)
3. Memorandum dated July 15, 2004 (Appendix E)
4. Special Council Meeting Minutes—July 15, 19, 20 and 21, 2004 (Appendix F)
5. Regular Council Meeting Minutes (Unfinished Business, Item 1)—July 22, 2004 (Appendix G)

### Consultation

As noted above, the City of Vancouver seeks written comments from the City of Richmond concerning whether it considers that it would be “materially affected” by this proposal. Under section 12.1(5) of the *Gaming Control Regulation*, these comments must be confined to the following matters: infrastructure or policing costs; and traffic and highway use. Under section 12.1(4) of the *Regulation*, these comments are to be provided within 30 days after the date this letter is received. Under section 12.1(9) of the *Regulation*, this letter is deemed to be received on the fifth day after it was mailed or, if that day is a Saturday or holiday, on the next day that is not a holiday.

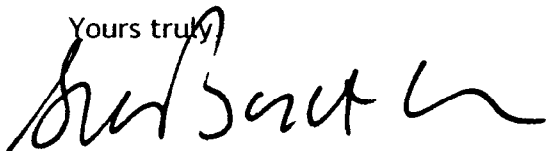
### City of Vancouver Contact

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

Mario Lee  
Social Planner, City of Vancouver  
453 West 12<sup>th</sup> Avenue  
Vancouver, B.C. V5Y 1V4  
Telephone: 604-871-6034  
e-mail: [mario.lee@vancouver.ca](mailto:mario.lee@vancouver.ca)

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

Yours truly,



Syd Baxter  
City Clerk

Phone: 604.873.7266  
City Clerks Office email: [info@vancouver.ca](mailto:info@vancouver.ca)

APPENDIX A

SBC 2002-14-17, effective April 1, 2003 (B.C. Reg. 59/2003).

**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 gaming 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, to relocate an existing gaming facility, 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).

**\*\* Editor's Table \*\***

Provision	Changed by	In force	Authority
18(1)(b),(3)	2004-67-8	2004 Oct 21	R.A.

\*\*\*\*\*

SBC 2002-14-18, effective August 19, 2002 (B.C. Reg. 208/2002); SBC 2004-67- 8.

*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 gaming 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.

**\*\* Editor's Table \*\***

Provision	Changed by	In force	Authority
19(1)(a)(ii)	2004-67-9	2004 Oct 21	R.A.

\*\*\*\*\*

SBC 2002-14-19, effective August 19, 2002 (B.C. Reg. 208/2002); SBC 2004-67- 9.

*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 a

existing gaming 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.

**\*\* Editor's Table \*\***

Provision	Changed by	In force	Authority
20	2004-67-10	2004 Oct 21	R.A.

\*\*\*\*\*

SBC 2002-14-20, effective August 19, 2002 (B.C. Reg. 208/2002); SBC 2004-67- 10.

*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.

SBC 2002-14-21, effective August 19, 2002 (B.C. Reg. 208/2002).

**Part 4 -- Gaming Policy and Enforcement Branch**

*Gaming Policy and Enforcement  
Branch continued*

22 (1) The Gaming Policy and Enforcement Branch is continued as an office of the government under the direction of the general manager.



## APPENDIX B

**PART 3 - GAMING FACILITIES**

*Definition for the Act of "community input"*

10 The expression "community input" , used in section 19 (2) of the Act, includes comments, information and representations received, from persons who reside in the community or are representative of organizations in the community, by the municipality, regional district or first nation, that has the authority referred to in section 19 (1) (a) of the Act, after the municipality, regional district or first nation has both

- (a) given public notice within the community of the proposal and the particulars of the proposal, and
- (b) provided an opportunity for the residents and representatives to provide comments, information and representations concerning the proposal, in the form of
  - (i) one or more public hearings or public meetings,
  - (ii) a referendum of the residents, or
  - (iii) an alternative form of opportunity, if any, established by directive of the general manager.

*Definition for the Act of "materially affected"*

11 (1) In this section:

"highway" means highway as defined in section 1 of the Transportation 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, means 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) Repealed. [B.C. Reg. 280/2004, s. 4 (b), effective June 18, 2004 (B.C. Gaz. June 29, 2004).]

[am. B.C. Reg. 280/2004, s. 4, effective June 18, 2004 (B.C. Gaz. June 29, 2004); 546/2004, App., s. 13, effective December 31, 2004 (B.C. Gaz. December 14, 2004).]

*Definition for the Act of "substantial change"*

12 For the purposes of the Act, "substantial change" , in relation to the type or extent of lottery schemes or horse racing at a gaming facility includes

- (a) Repealed. [B.C. Reg. 60/2003, s. 2, effective February 20, 2003 (B.C. Gaz. February 25, 2003).]
- (b) adding bingo events at the gaming facility if bingo events are not currently conducted there,
- (c) adding casino gaming at a gaming facility if casino gaming is not currently conducted there,
- (d) adding horse racing at a gaming facility if horse racing is not currently conducted there,
- (e) adding slot machines at the gaming facility if it is currently without slot machines,
- (f) Repealed. [B.C. Reg. 60/2003, s. 2, effective February 20, 2003 (B.C. Gaz. February 25, 2003).]

[am. B.C. Reg. 60/2003, s. 2, effective February 20, 2003 (B.C. Gaz. February 25, 2003).]

*Consultations respecting gaming facilities*

12.1 (1) In this section:

"host local government" means the municipality, regional district or first nation that has the authority referred to in section 19 (1) (a) of the Act;

"proposed decision" means a proposed decision by the lottery corporation under section 18 of the Act to develop, use or operate a facility as a gaming facility, to relocate an existing gaming facility or substantially change the type or extent of lottery schemes or horse racing at a gaming facility.

(2) Before a host local government approves under section 19 (1) (a) of the Act a proposed decision, for the purpose of conducting the consultations referred to in section 19 (1) (b) of the Act the host local government must

- (a) notify, in writing, the municipalities, regional districts and first nations with which it must consult regarding the proposed decision, and
- (b) provide the lottery corporation with a copy of each notice provided under paragraph (a).

(3) A notice under subsection (2) must

- (a) provide information about the proposed decision, including the location and type of the gaming facility or of the proposed gaming facility, and any other general information that, in the opinion of the host local government, would facilitate the notice recipient's consideration of the proposed decision, and
- (b) advise that the notice recipient may provide, within 30 days after the day the notice is received, written comments regarding the proposed decision and that those comments must be confined to the matters set out in subsection (5).

(4) A municipality, regional district or first nation that receives a notice under subsection (2) may provide, within 30 days after the date the notice was received, its written comments to the host local government regarding the proposed decision.

(5) Comments provided under subsection (4) must be confined to the following matters:

- (a) infrastructure or policing costs;
- (b) traffic and highway use.

(6) Subject to subsection (7), the host local government must consider written comments provided under subsection (4) that are confined to the matters set out in subsection (5) and, if requested by the sender of those comments, must provide a written reply to them.

(7) If a municipality, regional district or first nation that receives a notice under subsection (2) does not provide written comments under subsection (4), the host local government may proceed on the basis that consultations with that municipality, regional district or first nation have taken place and are concluded.

(8) A host local government must notify, in writing, each municipality, regional district and first nation to which it sent a notice under subsection (2) of its decision whether or not to approve the proposed decision.

(9) if a notice under subsection (2) or (8) is sent by ordinary mail, it must be sent to the most recent address known to the sender and is deemed to be received

- (a) on the fifth day after the day it is mailed, or
- (b) if that day is a Saturday or holiday, on the next day that is not a holiday.

(10) If a notice under subsection (2) or (8) is sent by electronic transmission, it is deemed to be received

- (a) on the day it was sent, or
- (b) if that day is a Saturday or holiday, on the next day that is not a holiday.

[en. B.C. Reg. 280/2004, s. 5, effective June 18, 2004 (B.C. Gaz. June 29, 2004).]

*Filing of objections*

12.2 An objection under section 21 (1) of the Act must be filed within 10 days after the date the notice under section 12.1 (8) was received.

[en. B.C. Reg. 280/2004, s. 5, effective June 18, 2004 (B.C. Gaz. June 29, 2004).]

*Requirements for local government or first nation approval of gaming facilities*

13 The approval that may be granted under section 19 (1) (a) of the Act by the municipality, regional district or first nation that has the authority referred to in section 19 (1) (a) of the Act must

- (a) be in the form of a resolution or of a letter on the official letterhead of the municipality, regional district or first nation and delivered in duplicate to
  - (i) the lottery corporation, and
  - (ii) the general manager,
- (b) specify the effective date of the approval, if different from the date of the resolution or letter,
- (c) be executed by the duly authorized official or officials of the municipality, regional district or first nation,
- (d) identify the municipalities, regional districts and first nations that have been consulted,
- (e) Repealed. [B.C. Reg. 280/2004, s. 6 (b), effective June 18, 2004 (B.C. Gaz. June 29, 2004).]
- (f) summarize the outcome of the consultations, and
- (g) confirm the manner in which it obtained community input.

[am. B.C. Reg. 280/2004, s. 6, effective June 18, 2004 (B.C. Gaz. June 29, 2004).]

*Limit on number of slot machines*

13.1 The lottery corporation must get approval from the municipality, regional district or first nation that has authority over land use planning at the location of a gaming facility prior to increasing the number of slot machines at the gaming facility beyond a number presently approved by that municipality, gaming facility or first nation.

- (a) Repealed. [B.C. Reg. 280/2004, s. 7 (b), effective June 18, 2004 (B.C. Gaz. June 29, 2004).]

## APPENDIX C


**Vancouver City Council**
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**POLICY REPORT  
 DEVELOPMENT AND BUILDING**

 Date: November 17, 2003  
 Author/Local: D. Thomsett/7796  
 M. Lee/6034

 RTS No. 3568  
 CC File No. 5305/8009  
 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 - 2901 East Hastings Street (Hastings Park)

**RECOMMENDATION**

**THAT the application by Hastings Entertainment Inc. and British Columbia Lottery Corp., to amend CD-1 By-law No. 3656 for 2901 East Hastings Street (Hastings Park) to permit slot machines at Hastings Racecourse, be referred to a Public Hearing together with:**

**(i) draft CD-1 By-law provisions, generally as presented in Appendix A; and**

**(ii) the recommendation of the Director of Current Planning to approve, subject to conditions, including arrangements to ensure that the proponents will not submit a development application until Council has approved a new concept plan for the Pacific National Exhibition in Hastings Park, generally as presented in Appendix B;**

**FURTHER THAT the Director of Legal Services be instructed to prepare the necessary CD-1 amending by-law generally in accordance with Appendix A for consideration at Public Hearing.**

**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 both Vancouverites and the local community.**

**A recommended condition that a development application for the proposed use not be submitted until a new concept plan for the PNE/Hastings Park is completed will allow for resolution of all the identified issues prior to the issuance of a development permit. The completion of the concept plan is scheduled for July, 2004. It should be noted that the City is the owner of the site and as such is in control of all**

development.

**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 C.

The rezoning application for Hastings Park 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 the Hastings Racecourse.

**PURPOSE AND SUMMARY**

A rezoning application to amend the CD-1 By-law pertaining to Hastings Park to permit 600-900 slot machines at the Hastings Racecourse was submitted by Hastings Entertainment Inc. and the British Columbia Lottery Corporation (BCLC). 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**

**Hastings Park**



## 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 permit casinos without slot machines. The five casinos located in the City of Vancouver remain 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 the 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 and Racetracks:** Currently, slot machines are only installed at casinos. Recently, however, the BCLC, which is in charge of conducting and managing electronic gaming in British Columbia, has indicated its interest in authorizing the introduction of slot machines at two racetracks, namely Hastings Racecourse and Fraser Downs in Surrey.

The 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.

**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. This consideration has been the subject of discussion since the operators of the Racecourse 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 also requested an outline of an appropriate public consultation process to be implemented prior to any Council decision. This is provided in this report.

Since the appropriate 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 Racecourse proposal. A rezoning application for a consolidated casino proposal is dealt with in a separate report.

## DISCUSSION

**Project Description:** Proposed is an electronic gaming area accommodating 600 to 900 slot machines on level two of the existing Hastings Racecourse building. The floor area for this use would be 4 722 m<sup>2</sup> (50,828 sq. ft.). A new entrance lobby would be added to the south side of the building along with a vehicular driveway and other exterior improvements, although staff note that these improvements are outside of the applicant's current lease area. Renovation plans include upgrades to public spaces, kitchen and dining facilities, security, building systems and safety.

The initial request is for 600 machines, with the declared intention to increase the number of machines to a maximum of 900 if conditions allow it at a future date. Conditions for this rezoning are recommended such that only the initial 600 machines would be approved. Thereafter, before an increased number of slot machines, beyond the initial 600 can be approved, it would require a new Development Permit application which would be reviewed by the Development Permit Board, and it would also require Council's approval of an amended form of development. The public would have the opportunity to express their opinions through this process and whatever conditions are felt to be appropriate can be required at that time.

**Use:** Under the existing CD-1 By-law various entertainment type uses (e.g., racetrack) are permitted under the Council-approved form of development where Council can make changes without the need for a rezoning/public hearing process. Notwithstanding the fact that wagering activity is a longstanding part of the racetrack operation at Hastings Park, because the introduction of slot machines is a significant policy issue, it should be considered through a rezoning process. Having said this, from a land use perspective slot machines are compatible with the fair and with the other entertainment activities on the site.

**Density:** With only a new entrance foyer addition planned, and the slot machines occupying existing building space, building density is not an issue.

**Form of Development:** Council is being asked at this time, only to approve the change to the CD-1 By-law to permit 600-900 slot machines in the racetrack. 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, after which Council will be required to approve an amendment to the approved form of development that currently applies to Hastings Park. All of the identified issues will then have been resolved to the satisfaction of Council.

Staff recommend this approach in light of the pending process for the development of a new concept plan for the PNE in Hastings Park. This process is scheduled to commence once the City acquires ownership of the PNE in January, with community consultation through the spring, and concluding with a Council recommendation by July 2004. This planning exercise is site specific and therefore different from the recently-finished City Plans' Hastings-Sunrise Community Vision (not yet adopted by Council) that applies to the whole local area.

If Council approves the amendment to the CD-1 By-law to permit slot machines at the racetrack, that land use element will be a component of the new concept plan for the PNE in Hastings Park. The applicant will then work with the planning program, including with the community, to try to satisfactorily resolve impacts and other issues. Staff are further proposing a rezoning condition requiring that arrangements be made to ensure that a development application for slot machines not be submitted until Council has approved the new concept plan for the PNE in Hastings Park after which time Council will be in a position to consider significant changes to the approved form of development.

**Number of Slot Machines:** The application is for 600-900 slot machines. Staff recommend that Council amend the CD-1 By-law to permit no more than 900 slot machines along with a condition of rezoning to initially permit no more than 600 slot machines following adoption of a new concept plan for the PNE in Hastings Park and a development permit process after which all the issues pertaining to 600 machines will be satisfactorily resolved. Council will thereafter be asked to approve an amendment to the approved form of development for Hastings Park to accommodate 600 slot machines at the racetrack. In the further future, and depending on the policies adopted in the concept plan for the site, it may be possible for the proponents to submit a new development application for no more than 900 slot machines which would require all then-pertinent issues to be adequately resolved and the approved form of development again amended by Council.

Upon hearing representation at a Public Hearing on the current rezoning application, Council, at its discretion, could decide to amend the draft by-law to reduce the permitted slot machines to no more than 600, with no possibility of additional machines without another rezoning and public hearing process.

**Hours of Operation:** Currently, the racetrack is open from 9:00 a.m. to approximately 11:00 p.m., seven days per week, and until 2:00 a.m. or 4:00 a.m. on 42 weekend nights per year for Hong Kong simulcast racing. The applicant is proposing to open the floor with slot machines between 9:00 a.m. and 4:00 a.m., or 21 hours per day, seven days per week. 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 that will be completed prior to the Public Hearing. To date, the applicant has provided a general concept of how traffic and parking will be handled.

The applicant notes that in the past, the PNE has controlled through its operating agreement with the City, most of the parking in Hastings Park that is used by racetrack patrons, except for the horsemen's parking lot at the northeast



corner that is controlled by the racetrack. The proponents contend that with the addition of 600 slot machines, additional parking would not be required (over and above the parking lots surrounding the racetrack, which are currently used on a non-exclusive basis). They further advise that in the future, should the racetrack wish to increase the number of slot machines to 900 (as they wish the CD-1 By-law to permit), there may be a need for additional parking and they would work with the City and the community to determine the compatibility of additional parking in relation to the new concept plan for the PNE/Hastings Park.

Staff will review the applicant's parking proposal, and the parking study in the context of the PNE/Hastings Park planning process and will assess impacts on neighbours as well as other uses within the Park.

The racetrack proposes no changes to the existing entrances to Hastings Park. For exits, the racetrack is considering restrictions on late-night exiting to ensure that all traffic would flow to the Cassiar, Hastings and McGill corridors. They will await the opinion of their traffic consultant prior to making plans for this element which will also be reviewed in the context of the larger PNE/Hastings Park planning process and with advice from the community.

The racetrack would also work with the City to improve the lighting, paving and lining of the parking areas to improve safety. Additional landscaping may also be needed.

All traffic and parking matters will be reviewed and resolved at the development permit stage and be reported to Council as part of the proposed changes to the approved form of development.

**Neighbourhood Impacts and Mitigation Measures:** The impacts on the local community from this proposal are expected to pertain mainly to traffic generation, especially night traffic, on-street parking and noise. Local residents may be concerned about the potential for increased prostitution activity and street drug trafficking in the neighbourhood. More clarity on these probable or perceived impacts will come from the traffic and parking study, the planning process for the PNE/Hastings Park and the development application process. Appropriate on- and off-site mitigation measures will be developed through these processes 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:** The Council resolution of July 31, 2003 requested staff to outline a public consultation process to be implemented prior to any Council decision. Outlined below is the proposed consultation process.

The potential introduction of slot machines at Hastings Racetrack is a controversial issue. Feedback received by City staff from members of the public (letters, e-mails, and informal conversations with neighbours) indicates concerns about the process of decision-making as well as concerns regarding community impacts that may arise if slot machines are introduced to the Racetrack.

The community surrounding Hastings Racetrack has actively participated in the recently completed Community Visions for Hastings-Sunrise (CityPlan). The community was also active in the Hastings Park Restoration Plan that was completed in 1997. Therefore, there is a similar expectation on the part of many residents that the discussion related to the introduction of slot machines into the racetrack should involve opportunities for residents and members of the public-at-large to express their views and opinions.

Prior to holding the Public Hearing, staff will organize an Open House at a community facility in the Hastings-Sunrise area. Information related to the rezoning application will be presented to the public, and members of City staff and representatives from the applicant will be present 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 slot machines at the racetrack. In accordance with usual cost recovery policies, the applicants will pay for the costs of the Open House and the public poll.

The referral of this report to a Public Hearing will provide an opportunity for members of the public to speak to this issue. If Council chooses to approve a text amendment to the CD-1 to permit slot machines at the racetrack, it is recommended that no development application be processed until such a time when the planning process for the

PNE/Hastings Park is complete. This will provide further opportunities for public input into issues of local impacts and mitigation related to the introduction of slot machines into the site.

The process associated with the issuing of a development permit will provide additional opportunities for public input. Staff will 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.

**Incidence and Costs of Gambling Addiction:** Citizens have long expressed concerns about social impacts arising from the introduction of slot machines in the city. Local residents have echoed these concerns regarding the racetrack in specific. The main concern relates to gambling addiction and expanded gambling 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 behaviour 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 Hastings Racecourse 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, and some casinos may close.

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 Hastings Racetrack with 600 machines, is projected to generate an additional \$6.5 million a year for the City of Vancouver (BCLC estimates).

The City, as owner of the site, also collects rent from the racetrack operators. At present, the City receives \$750,000 a year in rent. This funding is presently dedicated to the restoration of Hastings Park.

**Other Stated Economic Benefits:** In their submission, the proponents have indicated that the upgrades to the racetrack will require an investment of \$30 to \$45 million, with the creation of 1,079 person years in construction

jobs, plus the potential creation of up to 1,400 on-going new operational jobs (there are 800 employees now).

#### APPLICANT'S COMMENTS

Normal practice is for staff to seek comments from rezoning applicants on the final report. Comments from the joint applicants, Hastings Entertainment Inc. and British Columbia Lottery Corporation, are attached as Appendix D.

#### CONCLUSION

The application to install 600-900 slot machines at Hastings Racecourse raises several controversial issues ranging from concerns about potential gambling addiction, the relationship of the facility to the pending planning program for the PNE/Hastings Park and the amount of traffic generated and parking required for the 21 hour per day, seven day a week operation. The proposal would, however, breathe new life into the racecourse. The proposal is expected to maintain the existing employment plus create ongoing new jobs. The revenue share to the City could also pay for public benefits nearby and elsewhere in the city on an ongoing basis.

Traffic, parking, access and noise mitigation measures, as determined by further studies, would be paid for by the proponents. Prior to the submission of a development application for the initial 600 slot machines, the new concept plan for the PNE in Hastings Park would have to be first approved by Council and part of that planning work would include resolution of issues associated with the racetrack renovation proposal and neighbourhood impacts. Additional slots, up to a maximum of 900 would only be approved after a public process involving the Development Permit Board and Council.

On balance, staff recommend the amendment to the CD-1 By-law to permit slot machines at Hastings Racetrack subject to conditions to limit the number of slot machines to be initially approved and to deal with traffic, parking and design concerns.

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#### APPENDIX A

##### DRAFT CD-1 AMENDING BY-LAW PROVISIONS

Note: A By-law will be prepared generally in accordance with the provisions listed below, subject to change and refinement prior to posting.

CD-1 By-law No. 3656 for 2901 East Hastings (Hastings Park) is amended as follows:

Use:

Introduce a Use section to include the following uses:

1. Uses existing as of (date of by-law enactment); and
2. In the racetrack facility, slot machine use to no more than 900 slot machines and a maximum floor area of 4 800 m<sup>2</sup> (51,668 sq. ft.) for slot machines and circulation related to slot machines\*.

\* Note: A definition of slot machines may be included.

Housekeeping:

Amend wording with modern by-law language.

**APPENDIX B****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 proponents will not initiate the submission of a development application for slot machines at Hastings Racecourse until a new concept plan for the PNE in Hastings Park, scheduled for completion in July, 2004, has been approved by Council.

(b) That, prior to approval by Council of an amended form of development for Hastings Park to accommodate slot machines at Hastings Racecourse, the applicant shall obtain approval of a development application by the Development Permit Board, which shall have particular regard to the following:

(i) initial approval to be given to no more than 600 slot machines if parking can be satisfactorily accommodated and traffic circulation issues can be resolved.

(ii) arrangements to the satisfaction of the Director of Planning in consultation with the General Manager of Engineering Services having due regard to neighbourhood considerations including:

- the provision of improvements to McGill Street and Renfrew Street adjacent or in proximity to the site and new or modified signalization as required;
- the location and design of access to/from, and circulation routes within, the site;
- the number and arrangements of parking spaces;
- the design of all parking areas, and passenger and goods loading facilities;
- traffic management, curb zone and trip reduction measures; and
- improvements to support pedestrians, bicyclists and transit riders.

(iii) arrangements for the costs of any mitigation of community impacts identified through the site concept plan, which may include traffic, parking, noise, or policing to be paid by the proponents.

(iv) arrangements to the satisfaction of the Director of Planning for signage to be compatible with the Sign By-law.

(v) special consideration to be given to a high standard of architecture, landscaping and finishes.

(vi) public benefits to the satisfaction of City Council.

**APPENDIX C****ADDITIONAL INFORMATION**

**Site, Surrounding Zoning and Development:** The CD-1 zoned Hastings Park is approximately 65 hectares (162 acres) and is generally surrounded by RS-1 and RS-1S one-family dwelling districts to the west, northwest, south and east, and CD-1 zoned New Brighton Park to the north. Hastings Racecourse is located in the northerly portion of Hastings Park.

**Comments of the General Manager of Engineering Services:** In the absence of the information to be forthcoming in the transportation and parking study being prepared by the applicants' consultant, at this point we may only identify what are the key

concerns and include provisions to ensure that these will be addressed. The concerns are:

1. **Vehicle Access and Circulation** - Once the additional traffic load is identified, how will traffic patterns be changed and managed? Will additional street or signal infrastructure be required? Are movements to, from, and within the site designed to be safe and efficient? Have the needs of all vehicles, including delivery trucks, charter buses, HandiDarts, and limousines, been accommodated?
2. **Parking, Loading, and Drop-Off Spaces** - Have adequate provisions been made for vehicle parking and passenger loading? Are facilities adequate for delivery trucks, charter buses, taxis, HandiDarts, and limousines?
3. **What impacts from traffic and parking may be exacerbated with respect to neighbouring residents and businesses, at what times and to what extent? How will these be mitigated? What trip reduction measures and/or changes to resident parking and other curb zone regulations will require implementation?**
4. **Will transit service be adequate to serve the site with the proposed new development in operation, especially in light of the suggested opening hours?**
5. **Will pedestrians be able to access the site safely and conveniently? Will improvements to the pedestrian network, both on or off the site, be required? Will cyclists be accommodated, especially with respect to parking, and shower and change facilities?**

In view of the many contingencies for the proposed development, 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.

**Park Board Comments:** Comments by Park Board staff are guided by the Hastings Park Restoration Plan, which was unanimously adopted by both Park Board and City Council in 1997 after two years of community consultation. The Restoration Plan assumes the horse racetrack will have a long-term presence at Hastings Park, and the plan reflects efforts to provide better physical integration between the park and the racetrack. Most notable is the proposal to create a park corridor between the racetrack oval and rebuilt horse barns, allowing park users to see into both the oval and the barns. The Restoration Plan also seeks to minimize the amount of land required for parking in order to maximize opportunities to green the site.

Park Board staff note the following issues will need to be addressed as part of the review of the Form of Development and the Development Permit Application:

- preparing a building expansion and signage plan that is compatible with the aims of the Hastings Park Restoration Plan; and
- preparing a traffic and parking plan that is consistent with the Hastings Park Restoration Plan.

**Environmental Implications:** While bus service is located nearby on Hastings and Renfrew Streets, it is expected that many patrons of the slot machine facility will arrive by car, especially those who plan to stay into the late hours.

**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. There are however, some concerns related to the presence of minors at the site. Issues related to childcare needs for workers and programs to avoid children being left alone in cars are to be addressed during the discussion related to issuing a development permit.

**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 majorcasinos. 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.

APPENDIX D

**Comments From Hastings Entertainment Inc. (Joint Applicant)**

APPENDIX D  
Page 3 of 3

**Comments From British Columbia Lottery Corporation (Joint Applicant):**

By e-mail from:  
Mr. Greg Walker  
Public Affairs Associate  
British Columbia Lottery Corporation

November 14, 2003

Mr. Dave Thomsett:

In respect to the Policy Report Development and Building, dated November 13, 2003, the subject of which CD-1 Text Amendment - 2901 East Hastings Street (Hastings Park), we provide the following comments.

1) The Report states the expected completion of Concept Plan of the PNE in Hastings Park is scheduled for July 2004. We would agree with the comments of Mr. Phil Heard that a provision be made for the ability to approve the portion of the plan that directly applies to Hastings Racecourse in the event that other parts of the Concept Plan take further time for completion.

2) The Corporation wishes to confirm that the municipal revenue share will be ten percent of net income from slot machines at Hastings Racecourse, to be used by the municipality for eligible costs as defined by the Host Financial Assistance Agreement.

Sincerely,

British Columbia Lottery Corporation

APPENDIX E

APPLICANT, PROPERTY, AND DEVELOPMENT PROPOSAL INFORMATION

APPLICANT AND PROPERTY INFORMATION

Street Address	2901 East Hastings Street (Hastings Park)
Legal Description	N/A - amendment to CD-1 By-law No. 3656
Applicant	Mr. Phil Heard, Hastings Entertainment Inc. and Mr. Vic Poleschuk, BC Lottery Corp.
Architect	N/A - form of development not under consideration
Property Owner	City of Vancouver
Developer	Hastings Entertainment Inc.

SITE STATISTICS

	GROSS	DEDICATIONS	NET
SITE AREA	approx.. 65 ha.. (162 ac.)	none	

DEVELOPMENT STATISTICS

	DEVELOPMENT PERMITTED UNDER EXISTING ZONING	PROPOSED DEVELOPMENT	RECOMMENDED DEVELOPMENT (if different than proposed)
ZONING	CD-1	CD-1 amended	N/A
USES	existing entertainment and assembly uses not listed (controlled by approved form of development)	to permit existing uses and max. 900 slot machines at the racetrack	N/A

\* \* \* \* \*



Comments or questions? Send us e-mail at [info@city.vancouver.bc.ca](mailto:info@city.vancouver.bc.ca)  
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## APPENDIX D


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 CITY OF VANCOUVER  
 COMMUNITY SERVICES GROUP
**MEMORANDUM**

May 31, 2004

**TO:** Mayor and Council

**FROM:** Director of Current Planning and Director of Social Planning

**C.C.:** Judy Rogers, City Manager  
 Brent MacGregor, Deputy City Manager  
 Jacquie Forbes-Roberts, General Manager CSG  
 Dave Rudberg, City Engineer  
 Jamie Graham, Chief Constable, VPD  
 Annette Klein, Director, Budget Services  
 Bruce Maitland, Director, Real Estate Department  
 Patsy Scheer, Assistant Director, Legal Services  
 Sue Harvey, Manager, Hastings Park/PNE Project  
 Catherine Clement, Director of Corporate Communications  
 Stephen Learey, Executive Assistant to the Mayor

**SUBJECT:** Hastings Racecourse Updated Information

On December 2, 2003, Council decided to postpone consideration of the report, dated November 17, 2003, entitled CD-1 Text Amendment for 2901 East Hastings Street (Hastings Park), until the Council meeting on June 8, 2004. The report is now scheduled for consideration. This memorandum brings to Council's attention some relevant additional information.

**1. New Operator for Hastings Racecourse**

On April 8, 2004, the Great Canadian Gaming Corporation announced that it had completed the purchase of Hastings Entertainment Inc. (HEI) through a wholly-owned subsidiary (686486 BC Ltd). The HEI had been operating the Hastings racetrack since May 1, 2002. It was also announced that the Wall Financial Corporation has agreed to acquire a 40% interest in 686846 B.C. Ltd. The investment by Wall Financial is subject to the approval of the Gaming Policy and Enforcement Branch of British Columbia.

City staff have been formally informed about this new development. The rezoning application stands as originally presented, and while the rezoning application continues to be under Hastings Entertainment Inc. and the British Columbia Lottery Corporation (BCLC), the main contact is now Mr. Bruno Wall.

**2. PNE/Hastings Park**

On December 2, 2003 Council directed staff to defer consideration of the Hastings Entertainment application until June 8, 2004, and directed staff to undertake a public consultation process for the future of Hastings Park and the Pacific National Exhibition (PNE).

On May 18, 2004, Council received an Information report dated May 6, 2004, outlining four approaches to the future of Hastings Park and the PNE, developed through a multi-phased public consultation process. The information in the report provides Council with the general concepts generated from the public input, analysed to determine site area, land use, capital and operating costs as well as employment and economic impacts. It also contains information with respect to land use issues and other changes to the four approaches arising from the possible introduction of slot machines at the Racetrack. This report was not intended to replace the public consultation process associated with the slot machine rezoning application, but to provide context and implications as they relate to future uses at Hastings Park.

As part of the public process, a team of technical consultants with expertise in areas of urban design, landscape architecture, fair operations, economic and employment impacts, adaptive reuse of buildings, as well as traffic, parking and access, were retained to assess each of the final four approaches - with and without slot machines. In addition, a consultant was retained to review the public feedback related to the possible introduction of slot machines received throughout the public consultation process and to provide factual and balanced information to address those concerns as well as to recommend mitigation strategies, where appropriate.

Many of the gambling related issues raised by the public were philosophical or regional in nature such as gambling addiction, while other comments such as concerns about traffic, parking, access and public safety were site related.

Both, the Information report and the consultant's report, are available on line at: [www.city.vancouver.bc.ca/pnepark](http://www.city.vancouver.bc.ca/pnepark)

### 3. Casino at the Plaza of Nations

Following a Public Hearing on January 20 and 21, 2004, Council approved amendments to the CD-1 By-law for 750 Pacific Boulevard (Plaza of Nations) to permit Casino - Class 2, being a casino with slot machines. This would represent a relocation of the Royal Diamond Casino and the Grand Casino into the "Enterprise Hall" building. Council further approved consequential amendments to the Zoning & Development By-law to amend the definition of Casino - Class 2 and to amend the prohibition clause pertaining to this use. Council enacted the consequential amendments on March 11, 2004.

Development application DE408501 was submitted on May 21, 2004 for the proposed casino. Staff are working with the applicant to address the rezoning and development permit conditions. Once the conditions are met, the by-law will return to Council for enactment, likely accompanied with a motion for Council to adopt an amended form of development. The proponents are aiming to open the casino later this fall.

### 4. Regional Developments

**a) Slot Machines installed at Fraser Downs racetrack in Surrey** - On April 5, 2004, the Fraser Downs Gaming Centre opened with 200 slot machines. Fraser Downs offers live standardbred harness racing, together with telecasting facilities. In partnership with the BCLC, the facility is undergoing a \$25 million upgrade scheduled for completion by April, 2005. This upgrade will expand the total capacity of slots to 400.

**b) New Richmond Casino** - On June 25, 2004, the new Great Canadian Casino located at Bridgeport will officially open. The casino, with 70,000 sq. ft. of gaming space, will have 1,000 slot machines and 70 gaming tables, making this facility the biggest casino in British Columbia. The new facility may also get a liquor license. Early in 2005, the facility will add a two-tower Hotel and a 21,000 sq. ft. show theatre.

**c) Burnaby Casino upgrade** - On May 18, 2004, Gateway Casinos, the company that operates the Burnaby casino, announced that it has purchased the Radisson Hotel where the casino is presently located. Gateway announced that it plans to expand the existing casino by 13,000 sq. ft. to accommodate an additional 400 slot

machines. Over the long-term, Gateway plans to develop a new 100,000 sq. ft. casino with 1,000 slot machines, 50 table games, and a 15-table poker room. Subject to necessary approvals, the facility will open in the spring of 2006.

## 5. Gambling Research Project in Vancouver

On April 16, 2004, the Provincial Government, through the Ministry of Public Safety and Solicitor General, formally launched a Request for Proposal (RFP) to conduct a "Problem Gambling Research Project" in four Lower Mainland communities, the City of Vancouver being one of those communities. The other three targeted communities are Surrey, City of Langley, and Langley Township. Vancouver City staff form part of the Advisory Committee that will be overseeing the work of the researchers, once they are hired.

The research project will examine the social and economic impacts of gambling, particularly as they relate to the relocation of casinos or to the introduction of slot machines. Once the researcher is identified, the contract services are expected to begin in June, 2004, and to continue through to March 31, 2006, with a possible extension of one year to March 31, 2007.

Some of the study elements to be measured over time include:

- Health indicators - an increase or decrease in health issues, demands on the health system and changes in suicide rates;
- Problem gambling - changes in calls to the help line from specific communities, calls related specifically to problems developed after increased access to gaming and increase or decrease in numbers of people entering treatment in affected communities;
- Crime rates - impacts on policing, number of crimes, larcenies, burglaries, vehicle theft, assaults, robberies and domestic violence; and
- Economic impacts - including changes to tourism rates, construction starts, hospitality industry, other entertainment and gaming venues, restaurants and other merchandise.

Measurement of some of these indicators will be taken prior to gambling expansion in targeted communities, followed by a second measurement after six months of the introduction of slot machines or casino relocation, and a final measurement six months later. Reports will be made available after each measurement period. The researchers will also look at experiences from other jurisdictions and actions taken to address either social or economic implications.

## 6. Economic Development Strategies for Horseracing

On December 2, 2003, Council requested information on how Council might assist the economic development of the racetrack, and on the option of engaging an economic consultant to work with the track and its employees to sustain the operation of the track.

The viability of the horse racing industry has been the subject of two significant studies in British Columbia. City staff have reviewed these two previous Provincial studies: the PricewaterhouseCoopers Horse Racing Review, commissioned by the Provincial Government and released in September, 1999, and the 2001 "Road to Recovery" study conducted by the B.C. Racing Commission and released on May 2, 2001.

Both Provincial studies concluded that the horse racing industry has been in decline and is in need of urgent reform if it is to survive. The PricewaterhouseCoopers report concluded that the industry needs to "increase its player base through attracting new players and increase current player activity". The need for improvements was identified in a number of areas including quality of facilities, and operation of facilities, prizes and customer betting education. The report also acknowledged the potential introduction of slot machines as a strategy to increase attendance and as a mechanism to increase purses.

The "Road to Recovery" report recommended three potential strategies to help the horse racing industry to grow,

namely: a) approval of slot machines at racetracks; b) the approval of stand-alone teletheatres in the Greater Vancouver Area; and c) the creation of a new world class racetrack complex, operating 12 months a year and amalgamating both thoroughbred and standardbred racing.

These strategies are not dissimilar to what has already been tried or implemented in other jurisdictions such as in Ontario and Alberta - two provinces that have allowed slot machines to be introduced at racetracks.

City staff advise that engaging in further economic analysis is unnecessary in light of these very complete studies. Both, industry representatives and BCLC officials, have indicated to the City that the request for slot machines is the best option at this point, which is consistent with North American trends.

## **7. Policing Issues**

In the referral report scheduled for your consideration on June 8, 2004, it is indicated that a detailed analysis of policing concerns and needs will be conducted during the development permit process (if Council approves the rezoning application). However, considering the approval in principle of the relocation of the Grand and the Royal Diamond casinos to Plaza of Nations, and further considering the feedback received during the PNE/Hastings Park Visioning process, the Vancouver Police Department has identified some specific areas of concern that need to be further evaluated.

There are some general regional or city-wide concerns related to gambling addiction and the committing of crimes to pay gambling debts (crimes such as theft, fraud, robbery, and prostitution). There are also concerns that are site specific, which relate to the assembly of a large number of people, and include issues such as theft from auto, assaults, and calls to Police regarding disturbances, and suspicious or annoying persons.

At this point, the Police have more concerns regarding the Plaza of Nations location than the Hastings Racecourse. However, considering the policing demands related to the already existing casinos, the VPD anticipate that additional policing resources will be needed. A detailed analysis on the amount of additional policing resources will be conducted if Council refers the Hastings Racecourse rezoning application to a public hearing. The consultant's report and other sources of information (including Police statistics) will be included in this analysis.

At present, there are only two Police officers assigned to deal with gaming related issues. Any expansion may require additional resources.

In the long term, the Lower Mainland Gambling Research Project mentioned above will analyze changes to crime rates, if any, as they relate to gaming expansion in the Lower Mainland, including Vancouver.

## **8. Form of Development and Neighbourhood Impacts**

As noted in the November 17, 2003, rezoning report, all details pertaining to building form, access, parking, mitigation measures, signage and community amenity issues will be dealt with at the Development Permit stage. Depending on the extent of proposed on-site changes, Council may be asked to approve an amendment to the approved form of development that applies to Hastings Park. All of the identified issues would then have been resolved to the satisfaction of Council.

## **9. Next Steps**

On June 8, 2004, Council is scheduled to decide whether to refer the rezoning application to a public hearing. In the event that Council chooses to refer the application, the Public Hearing has been tentatively scheduled for Thursday, July 15, 2004. Prior to the Public Hearing, an Open House has been scheduled for Wednesday, July 7, at 5:30 pm, in the Hastings Community Centre.

For more information, please call Mario Lee, Social Planning Department, at 871-6034, or Dave Thomsett, Rezoning Centre, at 873-7796.

Larry Beasley Jeff Brooks  
Director, Current Planning Director, Social Planning

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## APPENDIX E


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 CITY OF VANCOUVER  
 COMMUNITY SERVICES  
 Planning Department  
 Current Planning  
 Rezoning Centre

**MEMORANDUM** July 15, 2004

**TO:** Mayor Campbell and Councillors  
**COPY TO:** J. Rogers, City Manager  
 B. MacGregor, Deputy City Manager  
 J. Forbes-Roberts, General Manager of Community Services  
 J. Brooks, Director of Social Planning  
 S. Baxter, City Clerk  
 L. Beasley, Director of Current Planning  
**FROM:** D. Thomsett, Senior Rezoning Planner  
**SUBJECT:** CD-1 Text Amendment - Open House on Slot Machines at the Racecourse

On July 7th, staff held an open house on the rezoning at the Hastings Community Centre. The area notified of the open house and the Public Hearing included approximately 5,000 property owners within the area from Nanaimo Street to Boundary Road, the waterfront to Charles Street.

The purpose of the open house was for staff and the proponents to explain the proposal through a series of display panels, to be available to answer questions, and to provide forms for those wishing to make comments.

About 160 people attended over a three hour period. A total of 84 people filled out comments forms, with 36 generally in support of the proposal, and 48 generally opposed to the proposal.

A summary of comments made is as follows:

**Generally in Favour:**
**Save the racetrack:**

- Like to see more development in this area - hate to see the track move elsewhere
- To keep the racetrack going.
- It's good revenue, create jobs, jobs, jobs and entertainment for young and old people.
- The horse racing industry needs slots to survive.
- My job depends on the slots.
- My son has special needs and has been employed at Hastings Park for four seasons.
- The horse racing culture needs to be preserved - the Racecourse serves the whole province.
- The added benefit of saving the industry is a benefit other slot proposals do not have.

- Will benefit the City, the horse owners and hundreds of breeders all over the province.
- The Racetrack can't compete with casinos without slot machines.
- I visited Fraser Downs, with slots, and found it to be very customer friendly and very safe.
- The racetrack used to be the only place you could go to bet - we need to be able to compete.
- Having slots would provide the racetrack to be on a level playing field.
- We are not asking for a free handout to run the business.
- Should our business have to close, it will have a huge trickle-down effect.
- We need the revenue from slots to increase purses.
- Other racetracks have benefited from slots, so why not Vancouver?
- Our only racetrack is in trouble.
- It's only fair, if Fraser Downs has slots, why not Hastings?
- Exciting game (the king of sport) Horse Racing, family entertainment.

#### Revenue and community benefits:

- Vancouver can use the money - why have people go to Burnaby or Richmond to spend it?
- City benefits from increased revenue; community benefits from the portion they receive.
- Rather than send Vancouver people to Burnaby, why not keep the money here?
- I own my own home and wouldn't mind my taxes to go down.
- To keep the park green, the cash needs to come from Vancouver's entertainment dollars.
- Let's keep the cash in our own municipality.
- Revenue from slot machines has been going into neighbouring municipalities for years.
- The funds provided would enable the City to accomplish what everyone wants.
- Economic stimulus to the local economy with the creation of jobs and spinoffs.
- Need money from the track to support maintenance and policing for greening Hastings Park.
- If we get slots, there will be money to make a very nice park. Also for security.

#### Little impact on the neighbourhood:

- Won't impact the neighbouring community in a big way.
- Concerns about parking are out of proportion to the probable reality.
- They have plenty of parking and with that would come more security.
- Will have minimum impact because they have the parking and space already in place.
- The number attracted solely to slots would be hardly noticeable compared with the PNE.
- Traffic is not a problem even if we do get slots.
- Good transit service will take a lot of the people coming.
- The noisy Harley crowd do not seem attracted to slot machines.
- Crime will not increase, but decrease with the addition of slots.

#### Slots are a form of entertainment:

- Instead of us going to Burnaby and have fun, why don't we have it close to home?
- Go for the machine. We support you guy!
- We need to provide entertainment and activities for a broad range of interests.
- It's too far to travel to get to a casino.
- Slots already approved at the Plaza of Nations, so the moral impediment has been removed.
- It is not the poor, but middle and upper classes that predominantly gamble.
- If addiction to gambling is a problem, we as a society can ban it but prohibition never works.
- Give me the slots so as I don't have to go to Burnaby.
- Slot machines bring tourist here.

#### Racecourse in Hastings Park:

- Already have all sorts of parks - Hastings Park is totally different.
- Let's have some fun for old timers and young people in our own backyard.
- There has been gambling on the site for 115 years - why change that?
- Green space needs to be spread around local neighbourhoods, not in one large area.
- They are park friendly.
- Would like to see slots and horses and greening all as one.
- Gambling has occurred at the racetrack for over a century - it precedes the current park.

- Without the track the greening of Hastings Park would backfire on the community.
- Will improve security in the park if there is more activity and more people.
- The present area of parkland is sufficient.
- The grandstand is fairly well isolated from nearby homes.

#### Other:

- Could have a yearly independent review of the lease.
- We need to allow for many definitions of community.
- Council has a responsibility to encourage innovation and allow for new programs and ideas.
- Approve the slots and then ensure they are entirely contained and the area secured.
- An unworkable suggestion of a Councillor to stable the horses in the racetrack infield.
- What stops usage for those that become addicted to anything is support programmes.
- This is not a casino with tables etc. as residents are trying to tell everyone.

#### Generally Opposed

##### Gambling:

- No positive outcome to a family in which one or more family members gamble.
- All "profit" represents money not being spent on other services and purchases.
- Many Low income families in the neighbourhood more easily compromised than on W. Side.
- Social costs outweighs the profits - up to \$1.50 for every \$1.00.
- Will increase the number of gambling addicts.
- Gambling addicts spend food money for their children, steal from their family and others.
- Profits off the backs of those who can least afford to waste their money on gambling.
- Causes marriage breakup. People have lost their homes, turned to theft, personality changes.
- It is pure hell, so keep it out of our area.
- Gambling is wanting. Wanting of any kind is suffering. I do not promote more suffering.
- They deceive people into believing they can simply escape the reality of their lives.
- How can our society be caring when we continue to victimize one another for profit.
- Supporting crippling addictions and the private sector's incessant greed.
- If slots happen and problems start, are you ready to pull their license?
- People who gamble at slot machines & VLTs are different from those who gamble on races.
- Slots are one of the most addictive forms of gambling.
- Leads to various social problems including domestic violence.
- Brings criminal elements into the neighbourhood.

##### Not in the park:

- Slots don't belong in a park regardless of any principle of a "heritage" activity.
- Would set a dangerous precedent for other city parks.
- Parks and slots and kids do not mix.
- Will open the door to increased development for non green/park activities.
- Will have long term negative impact on our park and our neighbourhood.
- Would you consider slots in the Aquarium or at QE Park to make the conservatory viable?
- Why not in an industrial area and combine the incomes?
- Restricts our green space to chase after the almighty dollar.
- Would destroy the park potential and put a black mark on surrounding neighbourhoods.
- Other parks get folk festivals, we get slots.
- Want a park-like atmosphere at Hastings Park.
- Put slots in an entertainment centre or move them out altogether.
- Belongs in a warehouse or business district. Gamblers would go anywhere for slots.
- If a park setting is so important, put them in QE or Stanley Park.
- Bought our house based on the City's promise of a park for our neighbourhood.
- Not in a park. Rather, in a place where tourists go like downtown, the Convention Centre.
- I thought the PNE was going. Now slot machines. I've put my house up for sale.
- Parks should be for families and mostly for activities so people can exercise and stay healthy.



- We have much less green space than other parts of Vancouver.
- No other Vancouver park is expected to pay for itself.
- "Greening" of the park plan appears to have been scrapped in favour of private enterprise.
- Recent surveys show the vast majority in Vancouver do not believe slots appropriate in park.

#### Future of the Racecourse:

- Propping up a failing business on a heavily burdened piece of public land is not appropriate.
- The land would be better used as a park.
- Businesses live and die and are connected with the times. Don't resurrect at n'hood expense.
- If the 5/8th track is unfeasible today, it should be rebuilt away from this neighbourhood.
- Prefer it to shut down than to "save" it with slot machines.
- Slots won't save the track. Slots players probably won't be interested in horse racing.
- Slots will be left behind when the track closes. What assurance is there this won't happen?
- When a business is not viable anymore, it should close. It's the cost of doing business.
- Why use these stunning views of the site? Why not release the site for the park?
- If not making money, move to the valley or close down. Don't allow unethical activities.
- Should have been more feasibility studies done for other options for generating revenue.
- Would like to keep the racetrack and hope some other way can be thought of to save it.
- Like the heritage element in the track but not the slots.
- Die a natural death if people are not interested. Slots is a different form of entertainment.

#### Community Impacts:

- Crime is already an issue and will increase.
- Impact on single family neighbourhood has not been properly assessed.
- No return to the community - only cost in terms of social decay and physical buildout.
- Our neighbourhood is not disposable.
- The Eastside is under pressure from social problems. Will add more crime and social problems.
- I will be scared to walk the street on in the park (after dark).
- The extent of the negative impacts is unclear, but it will be negative.
- 9:00 a.m. to 6:00 a.m. are ridiculous hours. At 6:00 a.m. on Sundays gamblers will be leaving.
- Slot machines bring pawn shops which makes B & Es easier in residential neighbourhoods.
- People will be walking the local streets around the clock looking for their cars.

#### Traffic and Parking:

- Already an issue. Slots will make it worse.
- To bring in more traffic flies in the face of "Cool Vancouver" which aims to cut emissions.
- We already have so much traffic in Hastings-Sunrise, and no bus service to Van. Heights.
- Communities around the racetrack will not be protected adequately from traffic onslaught.
- People will avoid using the main arteries and will use residential Streets.
- Already getting cracks in my plaster from traffic. Do I want more traffic? No.
- The traffic is constant. This will make it worse.

#### The decision making process:

- Once slots are approved, they cannot be reversed.
- Why should the West side decide what to impose on our neighbourhood?
- Even this open house process comes across as a promotion for the slot machine proposal.
- Shameful if Council approves this after listening to Kitsilano residents on the Home Depot.
- Council should listen to the majority when making decisions.
- 60% of people around Plaza of Nations opposed. You approved it anyway. Honour the majority.

#### Other:

- Prefer no slots but if approved, there should be no neon signs or ugly "casino" look.
- The proponents are a sleazy bunch offering low-paying jobs and a fraction of the profits.
- The thin edge of the wedge. Further expansion is inevitable.
- Jobs created will be lower paid, typically part-time work.
- A handful of rich people who don't even live in the community will get richer.

- All you care about is the money - you don't give a damn about the people around the area.
- Six community groups presented a workable proposal for an alternative to slots.
- Not NIMBY. Slots in residential zones is a violation of good urban planning principles.
- Will have an impact on property values.
- There are other ways to save the track.
- Don't blackmail the community that we are killing the track.
- This is about filling the provincial govt. coffers first, then giving the City some crumbs.
- The fix is in. This is a totally biased display in favour of gambling in my community.
- Nobody would ever consider putting slots anywhere on the West Side.
- Proposal is written like a done deal.
- What example do you want to give kids in the neighbourhood?
- What precedents are you setting?
- Will cause a drain of capital, only some of which will end up in City coffers.
- Once the slots are in, the track could still fold and we are left with a big casino.
- The Eastside has so much more to offer than slots.
- How about relocating the slots into Kerrisdale or Point Grey, or the restaurant at Kits Beach.
- This is a special interest appeasement and money grab.
- Invite Council to come for a walk on Christmas morning and see people waiting to get in.

Dave Thomsett

DT/ws

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## APPENDIX F


**Vancouver City Council**
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## CITY OF VANCOUVER

## SPECIAL COUNCIL MEETING MINUTES

JULY 15, 19, 20 AND 21, 2004

A Special Meeting of the Council of the City of Vancouver was held on Thursday, July 15, 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 No. 3656 for 2901 East Hastings Street (Hastings Racecourse). Subsequently, the meeting was recessed, and reconvened in the Council Chamber at 5:00 p.m. on Monday, July 19, 2004, at 7:30 p.m. on Tuesday, July 20, 2004, and at 8:00 p.m. on Wednesday, July 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
- Councillor Sam Sullivan
- Councillor Ellen Woodsworth

**CITY MANAGER'S OFFICE:** Judy Rogers, City Manager (July 19 and 21, 2004)

**CITY CLERK'S OFFICE:** Laura Kazakoff, Meeting Coordinator

**COMMITTEE OF THE WHOLE**

MOVED by Councillor Cadman  
 SECONDED by Councillor Stevenson

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 2901 East Hastings Street (Hastings Racecourse).

**CARRIED UNANIMOUSLY****1. Text Amendment: 2901 East Hastings Street (Hastings Racecourse)**

An application by Hastings Entertainment Inc. and B.C. Lottery Corporation was considered as follows:

Summary: The proposed text amendment to the CD-1 zoning would permit slot machines at

### Hastings Racecourse.

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, provided Council with an overview of the application and noted this proposal was for installation of slot machines only and not for a full casino. Mr. Beasley also reviewed the development permit process which would follow should the rezoning be approved.

Mr. Beasley provided information regarding the results from the Public Open House held July 7, 2004, as outlined in the Memorandum from Dave Thomsett, Senior Rezoning Planner, dated July 15, 2004, which was also before Council this evening.

#### Applicant Comments

Vic Poleschuk, President and CEO, BC Lottery Corporation (materials filed), representing the applicant, advised this proposal is about the future of Hastings Racecourse. He noted that today's more competitive market has meant the racecourse has experienced a decline in attendance and smaller purses. Mr. Poleschuk outlined the corporation's vision of reducing the number of operating casinos and providing fewer, but larger and better gaming facilities in the Lower Mainland. Revenues from this proposal, if approved, will allow infrastructure improvements at the track and revitalize the horse racing industry, as well as support community and social programs.

Mr. Poleschuk, along with Gail White, Director of Social Responsibility, BC Lottery Corporation, responded to questions regarding the total number of slot machines projected for the lower mainland, revenues from last year, and the percentage of revenues which comes from problem gamblers. Mr. Poleschuk also responded to questions concerning the corporation's investigation into a recent loansharking allegation made in the media.

Bruno Wall, Director, Hastings Entertainment Inc., representing the applicant, noted that thoroughbred racing has been a significant part of the city's heritage for the past 115 years and for many years offered the only form of legal gambling. Entertainment and gaming options have increased over the past two decades and racecourses have suffered as a result. Slot machines have provided the industry a means to revitalize by attracting new horse owners and creating thousands of new jobs.

Howard Blank, Great Canadian Casino, representing the applicant, provided information regarding Great Canadian's operations, noting it works closely with BC Lottery Corporation and develops strong relationships with the municipalities in which its casinos are located. Mr. Blank advised Hastings Racecourse is in need of modernizing and this proposal will enable a first class entertainment facility to be offered to the citizens of British Columbia.

#### Summary of Correspondence

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

- 86 letters in support
- 65 letters in opposition
- 89 postcards in support
- 8 "other" letters.

#### Speakers

The Mayor called for speakers for and against the application.

The following delegations spoke in opposition to the application:

David Bornman  
Mark Caloren (materials filed)  
Barry Sharbo  
John Barrington-Craggs  
Pablo Policzer  
Claudia Ferris, Stop the Slot Machines in Hastings Park Committee (petition filed -  
signatures unaudited)  
Gillian Richards  
Gordon Hughes  
Jim Hamm, Stop the Slot Machines in Hastings Park Committee (brief filed)  
John Irwin, Society for the Promotion of Environmental Conservation  
Laura Hamm  
Joanne Van Snellenberg  
Marty Lund  
Erik Harms, Hastings Community Association  
Garry Johns  
Lara Olson, Hastings Park Conservancy  
Jim Thomson  
Helen Mintz  
Graham Cook  
Reed Harris  
Blair Goodman  
Odette Slater  
Elaine Barbour  
Lana Leeson  
Aidan Poulter  
Mark Roxborough  
Don Clark  
Karen Gram  
Colleen Fuller  
Susan Hollick-Kenyon  
Fabian Hope  
Mariken Van Nimwegen  
Stephanie Gerbrandt  
Angela Palaia  
Willie Lee  
George Engelman (petition filed - signatures unaudited)  
Rob Austin  
Cynthia Flood  
William Hansen  
Monique Zander  
Bruce Pearson  
Catherine Robinson  
Rosalind Barrington-Craggs  
Cathy Shannon  
Thomas Day-Madunicky  
Dean Sinnett  
Jin Me-Yoon  
Isabel Minty, Citizens Against Gambling Expansion (materials filed)  
Armin Strohschein  
Michael Bouche  
Tyson Shober  
Stephanie Knueppel  
Doris Picklein  
Janet Willson

Chris Zuberec  
Fiona Gold (brief filed)  
James Tigchelaar  
Corrine Sepke  
Kevin Lastoria  
Jamie Lee Hamilton  
Rachel Craggs  
Bill Chu  
Zoe Leung  
Pam Costanzo  
Nancy Sorel-Magel  
Lawrence Cohen  
Simon Houlding  
Bernie James  
Michael Rosser  
Dara Rosenzweig  
Barbara Heihuizen  
Sue Reid  
David Henderson  
Ann Grant  
Louis Seto  
Rickard Dominika  
George Rammell  
Josephine Hope  
Eleanor Hadley  
Georgina Nicholson  
Mari Pighini  
Catherine Watson  
Shawna Fabor  
Darcy Swinton  
Stewart Brinton  
Sharon Kearney  
Howard Kruschke  
Derek Zander  
Jiri Hornburg  
John Hoogenboom  
Shirley Casper  
Toni Crow  
Sonia Worobetz  
David Butler  
Ken Baynes  
Jesse Enns  
Colin Hay.

Comments provided by the foregoing speakers included the following:

- slot machines have the highest impact addiction problems; whereas horse-racing has a low addiction rate;
- gambling addictions can be devastating to families;
- local community around Hastings Park has been improving in recent years with influx of new families and many heritage homes being restored; allowing a casino to operate in the heart of this community will seriously jeopardize it;
- two-thirds of Vancouverites agree that a casino does not belong in a residential neighbourhood or in a park;
- this issue is about money, power and greed; it is about a corporation wanting to make money at the expense of the public good and amounts to an economic bail-out of this corporation;
- installing slot machines into a park in one of Vancouver's poorest neighbourhoods, with its large percentage of vulnerable residents, will have serious negative social and economic impacts;
- proposal will result in massive increases in vehicular traffic in the neighbourhood; consultants' report notes

traffic congestion is already at a peak;

- Consultants' report prepared for the City recommends environmental design "improvements" for crime prevention which includes increased lighting, removal of shrubs and trees which may conceal criminal activity, the installation of closed-circuit tv cameras, and increased police and private security presence - how does this fit into a neighbourhood park?

- other racetracks in Canada may have casinos, but they are not racetracks which are located in neighbourhood parks;

- current owners would not have purchased track if it was not financially viable; feel it is a matter of wanting to make even more money with slot machines;

- the "save the track" ploy has been a scare tactic to garner support of track workers for slot machines;

- if the impacts of slot machines are so benign, why are they not being considered for parks in other parts of the city?

- 80% of casino revenues come from the local community, thus diverting money from other community businesses; the amount people spend on gambling is relative to the proximity of the gaming facility;

- a Saskatchewan study shows that native people are five times as likely to develop gambling addictions;

- allowing slot machines will open the door for a future application to expand the facility to a full casino operation;

- reports state that the best site for a casino is a remote, fortress-like location which can be made secure by virtue of its isolation;

- Hastings Racecourse is only five-eighths of a mile; most horse owners and trainers are not interested in racing on a short track, which is the main reason why the operation at this track is declining;

- there are very few resources available to help people with gambling addictions; often treatment cannot be obtained unless they are also suffering from another major problem, such as schizophrenia;

- studies showing no link between gambling and crime are unbalanced; over 50% of problem gamblers admit to having committed crimes;

- another, more creative solution for maintaining viability of the track which supports both sides must exist and needs to be found; slots are not the answer;

- this neighbourhood is constantly under siege; we successfully fought against LaFarge, and now are fighting another threat;

- slots have become a substitution for taxation; it would be preferable to pay increased taxes to pay for needed social and community services;

- slot revenue will not go to horsemen, who get most of their money from simulcast racing;

- suggest a delay on the decision on this application until after the ward referendum;

- people speaking against slots have been wrongly portrayed as being anti-jobs and anti-union.

The following delegations spoke in favour of the application:

Steve Varty, Secretary Treasurer, CUPE 1004

Randy Goulding, Save the Track Coalition (petition filed - signatures unaudited)

Kathy Bremner, Save the Track Coalition

Bill Pierson, President, Hotel, Restaurant, Culinary Employees and Bartenders Union, Local 40

Stephanie Williamson, President, Hastings North Business Improvement Association

Andrew Bankley

Mel Snow, President, Horsemen's Benevolent Protective Association (HBPA) of BC

Sara Evans

Chuck Keeling, Fraser Downs Racetrack

Greg Pyc

Dixie Jacobsen, President, Canadian Thoroughbred Horse Society

Bill Turner, Winners Foundation of BC

Noel Roddick, HBPA

Rob Gilker

Jeannie Spence, The Learning Centre (materials filed)

Leah Bolton

Richard Yates

Dan Steer  
Angela Schira, BC Federation of Labour  
Gael Marriotte  
Jennifer Tompkins  
Chantelle Beveridge, HBPA  
Vicki McCullough  
Bill Saunders, President, Vancouver and District Labour Council  
Barb Williams  
Audrey Beatch  
Michael Skrivanek  
Jim Major  
Ardel Brophy, Canadian Office and Professional Employees Union  
Doug Clyde  
Josie Anderson  
Edgar Hildebrandt  
Margaret Sykes  
Gillian Pinet  
Andrew Brown  
John Teti  
Jeannie Nord  
Joan Robinson  
Merrit Smith  
Diane Bradsen  
Al Hammond  
Dawne Bradley  
Barbara Walsh  
Kelly Quinn, Canadian Office and Professional Employees Union (materials filed)  
Jerrri New, President, Canadian Office and Professional Employees Union  
Alec Murray  
Craig O'Reilly  
Suzanne Anderson, Director, Canadian Thoroughbred Horse Society  
Alice Chung  
Dan Jukich  
Lonnie Overshot  
Barb Heads  
Terri Forster  
Shawna Ferguson  
Maryanne Baumgartner  
David Milburn  
Robert Ireland  
Christine Hong  
Claudio Marchioni  
Natasha Mitchener  
Al Engler  
Margaret Brown  
May Jaager  
Audrey Brown  
Mary Grindley  
Lola McCarthy  
Harvey Bowers  
Fred Parr-Pearson  
Anne Gregory  
Lorne Mitchell  
Theresa Jukich  
Bill Heads  
Gail Veikle  
Alexander Duncan



Kirsten MacDonald  
 Elisa Jukich  
 Brooke Snow  
 Raj Sihota  
 David Black  
 Nicola Wright  
 Maya Russell

Comments provided by the foregoing speakers included the following:

- many of the people employed at the track live in East Vancouver; a massive loss of employment will result if this application is not approved;
  - Hastings Racecourse provides a safe, sociable, clean environment for the many seniors who frequent it on a regular basis;
  - the track is a unique and vibrant part of the city's fabric;
  - 77% of the membership of the Hastings North Business Improvement Association support this application;
  - increase in traffic on a daily basis will be minimal and parking will be accommodated on-site;
  - a drop-in college for track workers (The Learning Centre) has operated at the track for past two years, and many of the attendees cannot attend regular college courses due to irregular work hours; approval of the slots application will enable this program to be extended to the surrounding community;
  - slots are another form of gambling, and one which is required to keep the horse-racing industry alive;
  - majority of people who frequent the track and casinos are simply regular people who choose to spend their free time and entertainment dollars in that activity; people have the right to choose how to spend their time and money;
  - raising, breeding, housing and feeding horses is a big business, with an economic structure that goes far beyond the racetrack; 1,100 farms that breed thoroughbreds, most of which are family-owned, are struggling;
  - slot machines have divided the racing community into two groups - those that have them, and those that do not;
  - the Winners Foundation runs a problem gambling program at Hastings and at Fraser Downs and is entirely funded by the industry;
- 
- hay and oat production is a very important crop and is vital in crop rotation and makes up part of the 10,000 jobs that are supported by the horse-racing industry;
  - racetrack survival and Hastings Park restoration, maintenance and greening is dependent on slots application being approved which would provide the necessary funding source;
  - many track workers would be unable to find employment should the track close; the track provides opportunities for people to start in entry-level positions and move up as they gain skills; it helps many people overcome poverty and a majority of the workers are women; track employment offers flexibility to those who need it; it also provides employment for many people with marginal abilities and/or physical or mental disabilities;
  - horse-racing is not a dying industry, but it is an evolving industry;
  - parking concerns could be addressed by providing more on-site parking, which would also eliminate the need for the large surface parking lot across the street from the park which could be developed to generate revenue;
  - the Calgary racetrack is only five-eighths of a mile, and slot machines have assisted operations there; the track is also located in the centre of the city, and has not seen an apparent increase in crime since the introduction of slots;
  - Hastings Racecourse offers family-oriented activities which are not taken advantage of by most of the residents of the area;
  - many area residents who support the proposal are not comfortable speaking in a public forum such as this or lack the language skills to do so;
  - when the provincial government expanded gaming, racetracks were promised slot machines to offset their losses;
  - Hastings currently is not making enough money - purses are down, horse population is down, employment is down, live racing is down to two days a week from four, barns need upgrading;
  - feel many of the residents moved into the neighbourhood knowing the track was there, and now they don't

- want to allow what is necessary to keep it operating;
- the track is an important social gathering place for many Chinese Canadians, with 42 live simulcast Hong Kong racing nights per year;
- paranoia about increased crime is a result of fear-mongering; most users of slot machines are over 65 and/or women; eliminating jobs, however, will increase crime;
- the slots at Hastings Park will be contained within the track and will be apparent only to those people who want to know about them;
- slot revenues would allow the re-opening of the daycare;
- suggest a one-year review be done to measure impacts to neighbourhood and ensure residents' concerns are fully addressed.

Richard Lipsey, PhD, Emeritus Professor of Economics (brief filed), provided a presentation questioning the assumed economic benefits of introducing slot machines into the Hastings Park racing facility.

Robert Waldmann advised Council to make the best decision based on the information it has received.

Gordon Walker provided comments in support of moving ahead with this proposal, but with a new, more creative approach that would resolve the concerns of all parties.

*Note from Clerk: the following took place on Tuesday, July 20<sup>th</sup>, partway through the hearing of speakers:*

MOVED by Councillor Sullivan

THAT Council continue to hear from registered speakers this day until the hearing of the public is concluded.

LOST

(Councillors Bass, Cadman, Green, Ladner, Louie, Louis, Roberts and Woodsworth opposed)

MOVED by Councillor Woodsworth

THAT Council hear from registered speakers until midnight and then recess and reconvene at 8:00 p.m. on Wednesday, July 21, 2004, until the hearing of the public is concluded; and

FURTHER THAT the public be advised via the City's webpage that the hearing of the public will conclude on Wednesday, July 21, 2004.

CARRIED

(Councillors Green, Stevenson and the Mayor opposed)

During the hearing of speakers on all four nights, Mr. Beasley, Mario Lee, Social Planner and Sue Harvey, PNE/Hastings Park Project Manager, responded to questions concerning rates of addiction in relation to slot machines compared to other forms of gaming, studies on crime in relation to casinos, the racecourse's lease terms and rate with the City, possible conditions of approval which would guarantee racecourse performance and job creation, what measures are in place to ensure approval of slots will not lead a full-scale casino and projected traffic increases.

Staff also agreed to provide further information prior to Council's decision on this matter to respond to other queries concerning Hastings Racecourse's financial statements for the past few years, viability of the track and long-term future of horse-racing, current and projected employment levels, crime and gambling addiction issues, and the current opinion of the Police Department in regard to this application.

#### **Applicant Closing Comments**

Mr. Wall noted that generally everyone heard from during the Public Hearing is supportive of the racetrack and want it to remain viable. He advised a proven model for maintaining its viability is the introduction of slot machines, and

should this application be approved, current union jobs will be preserved, there will be no expansion to a full casino, live racing will continue, and the racecourse will remain within its current footprint. He further advised the applicants are committed to working with residents through the development permit process to ensure their concerns are addressed. In addition the applicants intend to create new jobs, expand the Learning Centre for PNE workers and local residents, open a daycare to serve employees and local residents, open a grooming school, participate in the greening of Hastings Park and work hard to gain the respect of the local community.

### Council Decision

Council concluded the hearing of the public at 2:40 a.m. on July 22, 2004, and agreed to refer the staff summation and Council's discussion and decision on this matter to the regular Council meeting following the Standing Committee on Planning and Environment meeting to be held at 2:00 p.m., Thursday, July 22, 2004.

### RISE FROM COMMITTEE OF THE WHOLE

MOVED by Councillor Stevenson

THAT the Committee of the Whole rise and report.

CARRIED UNANIMOUSLY

### ADOPT REPORT OF COMMITTEE OF THE WHOLE

MOVED by Councillor Sullivan  
SECONDED by Councillor Louie

THAT the report of the Committee of the Whole be adopted.

CARRIED UNANIMOUSLY

The Special Council recessed at 10:30 p.m. on July 15<sup>th</sup>,  
recessed at 11:20 p.m. on July 19<sup>th</sup>,  
recessed at 11:59 p.m. on July 20<sup>th</sup>,  
and adjourned at 2:41 a.m. on July 22, 2004.

\* \* \* \* \*



Comments or questions? Send us e-mail at [info@city.vancouver.bc.ca](mailto:info@city.vancouver.bc.ca)  
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APPENDIX G

CITY OF VANCOUVER

REGULAR COUNCIL MEETING MINUTES  
STANDING COMMITTEE OF COUNCIL ON  
PLANNING AND ENVIRONMENT

JULY 22, 2004



A Regular Meeting of the Council of the City of Vancouver was held on July 22, 2004, at 3:05 p.m., in Council Chamber, Third Floor, City Hall, following the Standing Committee on Planning and Environment meeting, to consider the recommendations and actions of the Committee.

**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  
Councillor Sam Sullivan  
Councillor Ellen Woodsworth

**CITY MANAGER'S OFFICE:**

Judy Rogers, City Manager

**CITY CLERK'S OFFICE:**

Nicole Ludwig, Meeting Coordinator

\*Denotes absence for part of the meeting.

**COMMITTEE OF THE WHOLE**

MOVED by Councillor Cadman  
SECONDED by Councillor Louie

THAT this Council resolve itself into Committee of the Whole, Mayor Campbell in the Chair.

CARRIED UNANIMOUSLY

(Councillor Ladner absent for the vote)

**UNFINISHED BUSINESS**

**1. Text Amendment: 2901 East Hastings Street (Hastings Racecourse) (File 1401-70)**

On July 21, 2004, following conclusion of the Public Hearing, Vancouver City Council postponed staff summation and its discussion and decision on the application *Text Amendment: 2901 East Hastings Street (Hastings Racecourse)* to the Regular Council Meeting immediately following the Standing Committee on Planning and Environment meeting on July 22, 2004.

MOVED by Councillor Louie

THAT the application by Hastings Entertainment Inc. and British Columbia Lottery Corporation to amend CD-1 By-law No. 3656 for 2901 East Hastings Street (Hastings Park) to permit slot machines at Hastings Racecourse, generally as outlined in Appendix A of the Policy Report dated November 17, 2003 entitled "CD-1 Text Amendment - 2901 East Hastings Street (Hastings Park)" be approved, subject to the following conditions:

a. THAT, prior to approval by Council of an amended form of development for Hastings Park to accommodate slot machines at Hastings Racecourse, the applicant shall obtain approval of a development application by the Development Permit Board, which shall have particular regard to the following:

(i) initial approval to be given to no more than 600 slot machines if parking can be satisfactorily accommodated and traffic circulation issues can be resolved.

(ii) arrangements to the satisfaction of the Director of Planning in consultation with the General Manager of Engineering Services having due regard to neighbourhood considerations including:

- the provision of improvements to McGill Street and Renfrew Street adjacent or in proximity to the site and new or modified signalization as required;
- the location and design of access to/from, and circulation routes within, the site;
- the number and arrangements of parking spaces;
- the design of all parking areas, and passenger and goods loading facilities;
- traffic management, curb zone and trip reduction measures;
- improvements to support pedestrians, bicyclists and transit riders; and
- minimize all destination and truck traffic from Renfrew in order to mitigate traffic problems on the street.

(iii) arrangements for the costs of any mitigation of community impacts, which may include traffic, parking, noise, or policing to be paid by the proponents.

(iv) arrangements to the satisfaction of the Director of Planning for signage to be compatible with the Sign By-law.

(v) special consideration to be given to a high standard of architecture, landscaping and finishes.

(vi) public benefits to the satisfaction of City Council.

(vii) design development to ensure strong mitigation measures for any light or noise pollution created at the Racetrack.

b. THAT in pursuance of rezoning condition a(vi) [public benefits to the satisfaction of City Council], the following be secured:

- resources to be invested in the Hastings Park greening process;
- resources to improve the community outside Hastings Park through consultation between the Racetrack operator, staff and community representatives;
- commitment to local hiring, childcare, creating a grooming school and expansion of the learning centre.

c. THAT staff report back as part of the report on the Operating Agreement (lease) for the Racetrack, achieving the following:

- securing horse racing and the related jobs to the existence of slots on the site;

- ensuring the Racetrack stays within its current footprint;
- ensuring there are no alcoholic drinks allowed on the slots floor; and
- confirming there are no gaming tables allowed on the site.

d. THAT staff report back to Council on circumstances after one year of slots operation.

e. THAT through the Development Application or Operating Agreement or Condition a(vi), commitments be confirmed for the Racetrack operator to provide \$40 Million in capital improvements at the Racetrack and/or on Hastings Park.

CARRIED

(Councillors Bass, Cadman, Louis, Roberts and Woodsworth opposed)

#### ADMINISTRATIVE REPORTS

1. Business License Hearing Panels for September 15, 2004, September 16, 2004 and September 28, 2004 (File 2711-1)

Further to the amendment passed at the Council meeting following the Standing Committee on City Services and Budgets earlier this day:

MOVED by Councillor Louis

THAT the following Council members be delegated as alternates to the September 15 and September 16, 2004 Business License Hearings:

September 15, 2004	Councillor Stephenson
September 16, 2004	Councillor Sullivan

CARRIED UNANIMOUSLY

(Councillor Cadman absent for the vote)

#### COMMITTEE REPORTS

1. Report of Standing Committee on Planning and Environment

July 22, 2004

Council considered the report containing the recommendations and actions taken by the Standing Committee on Planning and Environment. Its items of business included:

1. 5075 Granville Street - Warning to Prospective Purchasers
2. 967 East 14<sup>th</sup> Avenue - Warning to Prospective Purchasers
3. 1095 East 41<sup>st</sup> Avenue - Warning to Prospective Purchasers
4. Vancouver Community College - King Edward Campus Policy Statement
5. Cyclist Pushbuttons for Existing Pedestrian Signals, 2004 Program
6. Liquor Retail Policy and Guidelines
7. Award of Contract PS04019 - Maintenance and Repair of Elevating Devices

MOVED by Councillor Louis

THAT the recommendations and actions taken by the Standing Committee on Planning and Environment at its meeting of July 22, 2004, as contained in Items 1 to 7, be approved.



## City of Richmond

6911 No.3 Road, Richmond, BC V6Y 2C1  
 Telephone (604) 276-4000  
 www.city.richmond.bc.ca

August 10, 2005  
 File:

Urban Development Division  
 Fax: (604) 276-4052

Syd Baxter  
 City Clerk  
 City of Vancouver  
 453 W. 12th Avenue  
 Vancouver, BC V5Y 1V4

Dear Mr. Baxter:

**Re: Consultation Concerning Proposed Gaming Facilities in Vancouver  
 Hastings Racecourse (2901 Hastings Street)**

I am responding to your letter of July 12, 2005 to Mr. Rod Kray – General Manager of Finance and Corporate Services.

Richmond Council will not be able to review Vancouver's request regarding whether or not Richmond will be "materially affected" by the proposed 600-900 slot casino at 2901 Hasting Street, until its next meeting on September 6, 2005.

While not an official comment, staff consider that Richmond would not be "materially affected" by the proposed casino as it is located away from Richmond and thus Richmond would not experience:

- new infrastructure or policing costs,
- significant impacts on its highways.

You will be forwarded Council's decision when it is made.

For future reference, the Richmond Director of City Clerks is David Weber (604) 276-4098.

For clarification, please contact me at (604) 276-4139.

~~Yours truly,~~  


Terry Crowe  
 Manager, Policy Planning

TTC:cas

pc: - Richmond Mayor and Council  
 - Joe Erceg, MCIP, General Manager, Urban Development  
 - David Weber, Director, City Clerk's Office