




To: General Purposes Committee **Date:** February 15, 2018
From: Victor Wei, P. Eng. **File:** 01-0155-20-
Director, Transportation DELT1/2018-Vol 01
Re: City of Richmond Comments on Proposed Gaming Facility in Delta


Staff Recommendation

That, per Option 1 as described in the report from the Director, Transportation and the Officer in Charge, Richmond RCMP Detachment:

- (a) the City's comments on infrastructure, policing costs, traffic, and highway use regarding the proposed gaming facility to be located at 6005 Highway 17A in Delta, be conveyed to the City of Delta;
- (b) the City of Delta be requested to provide a written reply to the City's comments; and
- (c) the Chief Administrative Officer and the General Manager, Planning and Development, be authorized to execute on behalf of the City all necessary and related documentation to file an objection to the proposed relocation of the gaming facility with British Columbia Lottery Corporation based on:
 - (i) the absence of any traffic impact analysis provided by the City of Delta to allow a meaningful assessment of traffic and highway use impacts;
 - (ii) potential negative traffic impacts on Richmond roadways and congestion on the adjacent provincial highway system due to increased vehicular activity exacerbated by insufficient transit, cycling and pedestrian access to the proposed site resulting in potential road and traffic improvements in Richmond near the north end of George Massey Tunnel; and
 - (iii) potential increase in the overall crime rate and policing costs due to a new gaming facility.

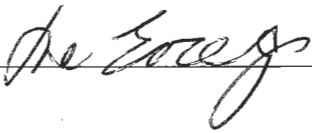

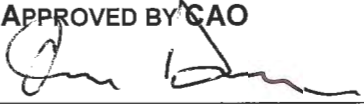


Victor Wei, P. Eng.
Director, Transportation
(604-276-4131)



Will Ng, Superintendent
Officer in Charge, Richmond RCMP Detachment
(604-278-1212)

Att. 1

REPORT CONCURRENCE		
ROUTED TO:	CONCURRENCE	CONCURRENCE OF GENERAL MANAGER
Engineering Policy Planning Law	<input checked="" type="checkbox"/> <input checked="" type="checkbox"/> <input checked="" type="checkbox"/>	
REVIEWED BY STAFF REPORT / AGENDA REVIEW SUBCOMMITTEE	INITIALS: 	APPROVED BY CAO 

Staff Report

Origin

The British Columbia Lottery Corporation (BCLC) is considering relocating the Newton Community Gaming Centre on King George Boulevard in Surrey to 6005 Highway 17A in Delta, which is the current site of the Delta Town and Country Inn. Per the *BC Gaming Control Regulations* that form part of the *BC Gaming Control Act*, the host local government for the new location, the City of Delta, is required to consult with potentially affected local governments prior to approving the proposed decision of the BCLC. The potentially affected local government may provide written comments within 30 days on only the prescribed elements of infrastructure, policing costs, and traffic and highway use regarding the proposed gaming facility, and may specifically request a written reply to the comments.

On February 6, 2018, the City received correspondence from the City of Delta (Attachment 1) requesting comments within 30 days of receipt on the above noted aspects of the proposed relocation. This report provides the requested comments that, upon endorsement by Council, would then be forwarded to the City of Delta with a request for a written reply.

This report supports Council's 2014-2018 Term Goals #5 Partnerships and Collaboration:

Continue development and utilization of collaborative approaches and partnerships with intergovernmental and other agencies to help meet the needs of the Richmond community.

5.1. Advancement of City priorities through strong intergovernmental relationships.

Findings of Fact

Proposed Gaming Facility

The existing 624-seat Newton Community Gaming Centre (approximately 1,800 m² or 19,500 ft²) features a bingo hall and lottery centre but no slot machines (150 temporary slot machines were removed in 2014) or gaming tables. Based on the information provided in the letter from the City of Delta, the proposed new facility would encompass a casino (500 slot machines that could be expanded to 600 and 24 gaming tables), hotel, multiple restaurants, and meeting facilities. The new complex would have a total floor area of approximately 15,113 m² (162,678 ft²) including the 4,366 m² (47,000 ft²) casino. A total of 800 parking spaces are proposed.

The proposed site is currently zoned C3 Commercial Tourist Zone and a casino is not a permitted use. The developer has applied to rezone the subject property to a new zone that would permit the proposed uses. Table 1 compares the characteristics of the Newton Community Gaming Centre, the Delta Town and Country Inn, and the proposed gaming facility.

Table 1: Comparison of Existing and Proposed Gaming Facility Sites

Site	Size	Gaming Facilities	# of Parking Stalls
Newton Community Gaming Centre	Approx. 1,800 m ² (total)	Dingo hall Lottery centre	245 (approx.) for entire Newton Square
Delta Town & Country Inn	Approx. 3,200 m ² (total)	N/A	160 (approx.)
Proposed Gaming Facility	15,113 m ² (total) 4,366 m ² (casino)	500 slot machines 24 gaming tables	800 (proposed)

Past City Comments on Potential Gaming Facility

At its December 12, 2016 meeting, Council considered a report regarding a letter from BCLC advising of its selection of Delta as the preferred host for a possible gaming facility south of the Fraser River and resolved:

That the British Columbia Lottery Corporation (BCLC) and the Corporation of Delta (Delta) be advised that:

- (1) the City of Richmond is opposed to any casino south of the Fraser River; and*
- (2) the City of Richmond should be fully consulted and given at least 90 days, to respond to any future Gaming Control Act and Local Government Act (e.g., for Official Community Plan amendment) notices regarding the proposed casino.*

Gaming Control Act and Regulations

Section 19 of the BC *Gaming Control Act*, provides that BCLC cannot relocate an existing gaming facility unless:

1. it first receives approval from the host local government;
2. is satisfied that the host local government has consulted with each potentially affected local government with respect to the subject matters prescribed by regulation (Section 12.1(5) of the Regulations: infrastructure or policing costs, and traffic and highway use); and
3. is satisfied that any applicable requirements of Division 2 of Part 8 of the *Act* have been complied with.

The host local government must not give an approval unless, before or concurrently with giving the approval, the host local government satisfies BCLC that adequate community input has been sought and considered.

Section 10 of the Regulations define “adequate community input” as follows:

- 10** *The expression "adequate community input", used in section 19 (2) of the Act, means comments, information and representations received, from persons who reside in the community or are representative of organizations in the community, by the host local government, after the host local government has both*

- (a) given public notice within the community about 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, approved in writing by the general manager.*

Section 20 of the *Act* provides that BCLC may take into account factors that BCLC considers relevant in making its decision to relocate an existing gaming facility.

Section 21 of the *Act* provides a dispute resolution mechanism as to relocation of a gaming facility. A potentially affected local government may file an objection within the prescribed time (30 days after the date the notice was received) with BCLC but only with respect to the prescribed subject matters (infrastructure or policing costs and traffic and highway use). If BCLC receives such an objection, then it must require the host local government to participate in a form of non-binding dispute resolution with the potentially affected local government. The process may only address the issues raised in the objection and determine the appropriate compensation to be made, if any, by the host local government to the potentially affected local government for the significant costs the potentially affected local government demonstrates it will incur as a result of the proposed new or relocated facility. The results of the proceedings must be considered by BCLC before it decides within 30 days after receiving the results of the alternate dispute resolution whether to relocate the gaming facility.

Analysis

Consultation Period

With respect to the obligation of the host local government to consult with potentially affected local governments, the *Gaming Control Act* regulations specify that written comments from the potentially affected local government may be provided within 30 days after receipt of the notice. Thus, the City of Delta has chosen to adhere to the narrower legislative regulation requirement of 30 days rather than accommodate the City's request for an extended time period of 90 days per Council's resolution in December 2016.

Policing

The proposed facility is substantially larger than the existing Newton Community Gaming Centre (e.g., eight times larger in terms of total floor size). The new facility will offer a wider selection of gambling opportunities (slot machines and gaming tables) and is likely to draw patrons from all areas of Metro Vancouver. The introduction of a significant facility, regardless of type, can attract issues and problems that can be found throughout any community. The Richmond RCMP detachment reviewed current crime statistics in the vicinity of Richmond's River Rock Casino and consulted with the provincial liaison for casino security to determine relevant issues regarding these types of gambling establishments.

Based on the review and discussion, Richmond RCMP is of the opinion that an additional gambling facility, with the movement of currency in and out of the casino, may potentially lead to an increase in the overall crime rate. Crimes such as impaired driving and robbery may increase due to a spillover effect on Richmond, which may generate a need for additional police resources in Richmond. Additional money laundering and organized crime may also increase; however, both of these issues are handled at the regional level through the integrated policing teams, resulting in minimal impact to policing in Richmond.

Most casinos in British Columbia manage their problems effectively within the confines of the establishment and as such, at this time, there is no reason to believe that the proposed gaming facility will not operate in a similar fashion.

Traffic and Highway Use

There is insufficient information in the letter from the City to Delta to provide substantive comments regarding the possible effects of the development on the transportation system and potential measures to mitigate any negative impacts. Specifically, no information is available that would be typically included in a transportation impact study necessary for new developments, such as:

- existing traffic conditions, future conditions without the development, and future conditions with the development in place;
- estimate of traffic anticipated to be generated by the proposed development including origin and destination;
- assessment of the impact of the additional traffic on the existing and future road network;
- identification of roadway improvements and changes in the site plan of the proposed development necessary to minimize negative traffic impacts; and
- identification and implementation of transportation demand management (TDM) strategies to promote alternate modes of transportation, (e.g., cycling, walking, transit, car-pooling, etc) to reduce the transportation impacts of the development.

In the absence of the above information, staff surmise that negative traffic impacts such as increased congestion may arise at the George Massey Tunnel, the Highway 99 interchanges on either side of the river (Steveston Highway and Highway 17A) and local street intersections adjacent to the Highway 99 corridor in Richmond (e.g., No. 5 Road-Steveston Highway) due to the anticipated increases in vehicle volumes to/from the site, particularly given the increase in on-site parking and related traffic movements from the current approximately 160 stalls to the proposed 800 stalls, which is more than four times the existing amount.

The increase in vehicular activity and associated negative traffic impacts on roadways in Richmond will be exacerbated by the lack of convenient transit access to the site as well as minimal to non-existent pedestrian and cycling facilities in the vicinity of the site that would support trips using these modes from north of the Fraser River. Transit service is limited to the 640 bus route, which operates between Scott Road Station in Surrey and Ladner Exchange in Delta via Nordel Way, Highway 91 Connector, River Road, Highway 17A, and Ladner Trunk Road. The service typically operates every 20-30 minutes on weekdays and every 30 minutes on weekends/holidays with the last trips departing around 11:00-11:30 pm.

Without convenient opportunities for customers to access the site via alternate modes of transportation, patrons will have no choice but to drive to/from the site, which is contrary to the City of Richmond's *Official Community Plan* objectives as well as regional objectives to support sustainable transportation options, reduce travel demand, and reduce greenhouse gas emissions.

Infrastructure

As the site is outside of Richmond, no engineering-related impacts to infrastructure are anticipated.

Options for City Response

The City has two options for responding to the City of Delta's request for comments.

Option 1: Provide Comments to Delta and File Objection with BC Lottery Corporation (Recommended)

The City of Delta would be advised of and requested to reply to the key City comments outlined in this report with respect to policing, traffic and highway use, and infrastructure. In addition, the City would further act upon its past resolution stating opposition to any casino south of the Fraser River by filing an objection to the proposed gaming facility relocation with the BC Lottery Corporation as permitted by Section 21 of the *BC Gaming Act*.

Option 2: Provide Comments to Delta

The City of Delta would be advised of and requested to reply to the key City comments outlined in this report with respect to policing, traffic and highway use, and infrastructure.

Financial Impact

None.

Conclusion

To proactively protect the City's interests from any potential negative impacts of a proposed large gaming facility located immediately adjacent to Richmond at the Delta Town and Country Inn site, staff recommend the following actions:

- that the City of Delta be advised of and requested to reply to the following key City comments, along with a copy of this report, with respect to traffic and highway use, policing, and infrastructure:
 - the absence of any traffic impact analysis provided by the City of Delta to allow a meaningful assessment of traffic and highway use impacts;
 - potential negative traffic impacts on Richmond roadways and congestion on adjacent provincial highway system due to increased vehicular activity (i.e., more than four-fold increase in on-site parking stalls) resulting in potential road and traffic improvements in Richmond near the north end of George Massey Tunnel;

- o insufficient transit, cycling and pedestrian access to the proposed site and, in turn, an increased reliance on private automobiles as the primary travel mode to and from the proposed facility, which is in close proximity to an existing major river crossing that currently experiences congestion during peak periods;
- o potential increase in overall crime rate (e.g., impaired driving and robbery) due to a new gaming facility and the associated movement of currency in and out of the facility; and
- in accordance with Council's resolution stating opposition to any casino south of the Fraser River, staff further recommend that the City file an objection to the proposed gaming facility relocation with the BC Lottery Corporation.



Joan Caravan
Transportation Planner
(604-276-4035)



Ed Warzel
Manager, RCMP Administration
(604-207-4767)

JC:jc

Att. 1: Letter from City of Delta re Proposed Gaming Facility at 6005 Highway 17A



TO THE MAYOR & EACH
COUNCILLOR
FROM THE CITY CLERK'S OFFICE



THE CORPORATION OF DELTA
Office of The Mayor, Lois E. Jackson

PHOTOCOPIED

FEB - 5 2018

& DISTRIBUTED



January 25, 2018

Mayor Malcolm Brodie and Council
City of Richmond
6911 No. 3 Road
Richmond, BC V6Y 2C1

Dear Mayor Brodie and Council,

Re: Proposed Gaming Facility at 6005 Highway 17A – Delta File LU008527

Proposed Location: Lot 9 Except: Firstly: Part on Plan 45999A; Secondly: Part Dedicated Road on Plan LMP43493; District Lot 26, Group 2, New Westminster District Plan 33914 (see Attachment A)

The British Columbia Lottery Corporation (BCLC) is considering relocating the Newton Community Gaming Centre in Surrey to the property at 6005 Highway 17A (current site of the Delta Town and Country Inn).

BCLC is working with Gateway Casinos & Entertainment Limited (Gateway) to develop a plan for the new facility.

A casino, hotel, multiple restaurants and meeting facilities are included in the relocation proposal as submitted by Gateway, who would build and provide operational services at the casino. The proposed new facility would be capable of accommodating up to 600 slot machines and up to 24 gaming tables. BCLC has completed its market assessment and would be opening the new facility with approximately 500 slot machines and 24 gaming tables. This gaming mix is subject to change prior to the facility opening, due to market conditions.

Pursuant to section 19(1)(a) of the *Gaming Control Act* (the Act), BCLC may not proceed with any relocation of the Newton Community Gaming Centre unless the City of Delta (the City), as a host local government as defined in the Act, approves the proposed relocation. Prior to issuing such approval, the City is required to consult with potentially affected local governments on the subject of infrastructure and policing costs and traffic and highway use associated with the relocation.

In keeping with the above noted obligation, this letter constitutes notice to the City of Richmond of the City's consideration of the proposed relocation of the Newton Community Gaming Centre pursuant to the requirements set out in Section 12.1 of the Gaming Control Regulation (the Regulation). Further information relevant to this proposed relocation is provided below and attached to this notice for your reference and consideration.

...2

The City invites you to provide, within 30 days of receipt of this notice, written comment regarding the City's consideration of the proposed relocation of the Newton Community Gaming Centre. Pursuant to the Act and the Regulation, your comments must be confined to the subjects of infrastructure and policing costs and traffic and highway use. Per its statutory obligations, the City will only consider comments related to these subjects along with the comments of other potentially affected local governments.

Please note that if you have not provided comments within 30 days of receipt of this notice, pursuant to section 12.1(7) of the Regulation, the City may proceed on the basis that consultations with you have taken place and are concluded.

Further and as provided by section 12.1(6) of the Regulation, the City will only reply to comments received within the time stipulated above if a reply is expressly requested in the comments.

In order to facilitate your consideration of the proposed relocation for which City approval is sought, we attach for your reference:

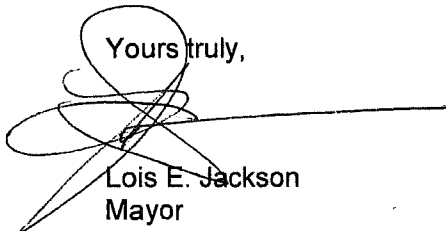
- A copy of the site plan (Attachment A).
- A copy of the proposed building plans (Attachment B). Please note this is a preliminary design and that changes to the form and character of the development may occur.

The subject property is zoned C3 Commercial Tourist Zone and a casino is not a permitted use in this zone. As a result, Gateway has applied to rezone the subject property to a new zone that would permit the proposed uses in Gateway's entertainment complex. The proposed entertainment complex would have a total floor area of approximately 15,113 m² (162,678 ft²), including a 4,366 m² (47,000 ft²) casino. A total of 800 parking spaces are also proposed.

Should you have any questions, please call Mike Ruskowski, Senior Planner at 604.946.3382.

Thank you in advance for your comments.

Yours truly,



Lois E. Jackson
Mayor

Attachments:

Attachment A: Site Plan

Attachment B: Building Plans

cc: Jerry Williamson, Director of Gaming Facilities & Development, BCLC
Ken Kuntz, Acting City Manager
Marcy Sangret, Director of Community Planning & Development
Mike Ruskowski, Senior Planner, Community Planning & Development

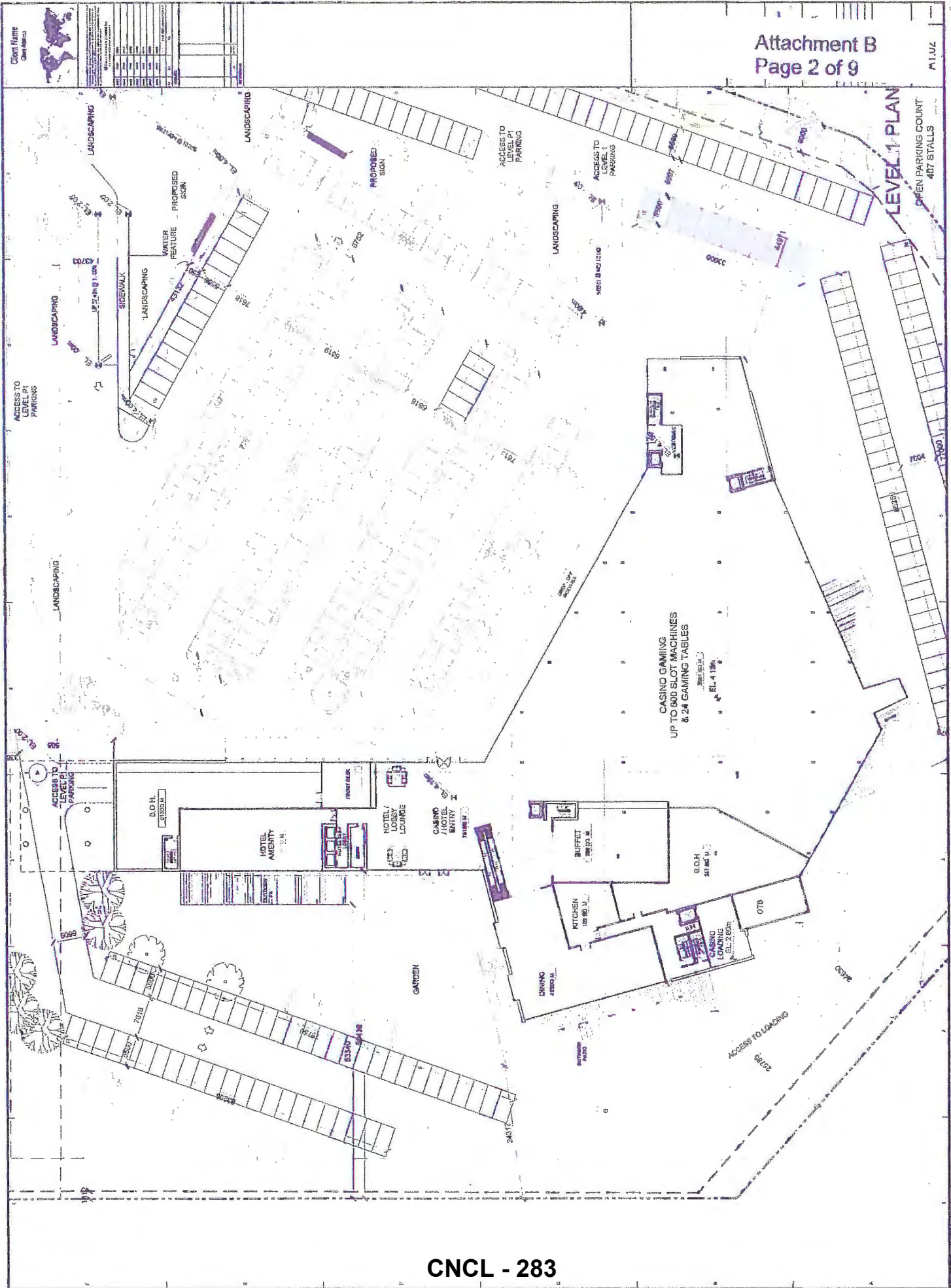


Site Access Map



Active Transportation Map

- Shared Bike Lane Route
- Shared Bike Lane Route
- Internal Shared Bike Lane Route





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LEVEL 4/5 PLAN



LEVEL 3 PLAN

ROOF PLAN

HOTEL ROOF

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TERRACE BELOW



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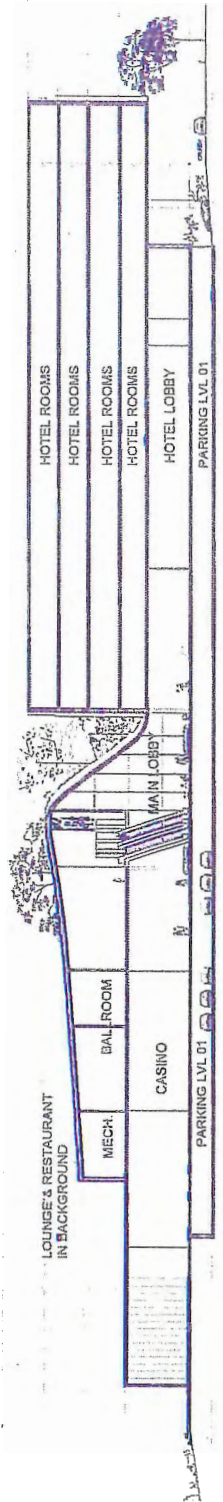
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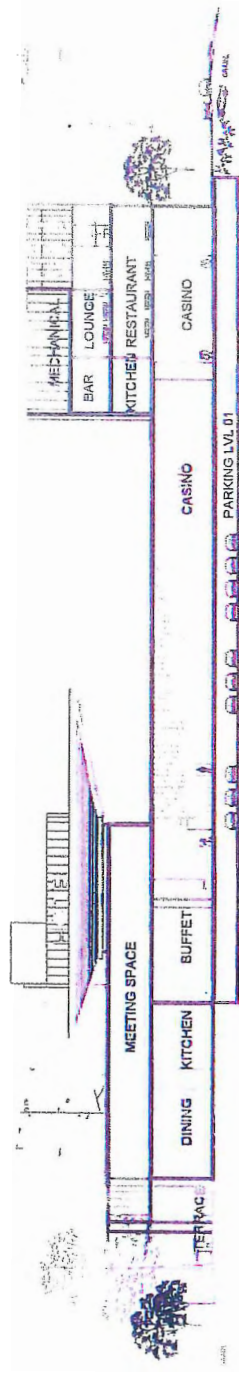
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SECTION A



SECTION B



Client Name
Client Address



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