



REFERRAL REPORT

Report Date: January 20, 2026
Contact: Susanne Rühle
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RTS No.: 18405
VanRIMS No.: 08-2000-20
Meeting Date: February 3, 2026

TO: Vancouver City Council
FROM: General Manager of Planning, Urban Design and Sustainability
SUBJECT: CD-1 (519) Text Amendment and Gaming Control Act Approval:
39-65 Smithe Street

Recommendation to Refer

THAT the:

- (a) rezoning application and plans, described below, be referred to Public Hearing; and
- (b) application from the British Columbia Lottery Corporation ("BCLC") for approval under the *Gaming Control Act (GCA)*, described below, be referred to Public Hearing,

together with the recommendations set out below and with the recommendation of the General Manager of Planning, Urban Design and Sustainability to approve the applications, subject to the conditions set out below;

FURTHER THAT the Director of Legal Services be instructed to prepare the necessary zoning by-laws, in accordance with the recommendations set out below, for consideration at the Public Hearing.

Recommendations for Public Hearing

- A. THAT the application by Parq Holdings Limited Partnership, on behalf of the B.C. Pavilion Corporation, the registered owner of the lands located at 39-65 Smithe Street [*PID 029-173-817; Lot 346 False Creek Plan EPP31476*] to amend the CD-1 (Comprehensive Development) District (519) By-law No. 10404 to increase the maximum permitted slot machines from 600 to 900, be approved in principle;

FURTHER THAT the draft by-law to amend CD-1 (519) By-law No. 10404, prepared for the Public Hearing in accordance with Appendix A, be approved in principle;

AND FURTHER THAT the above approvals be subject to the Conditions of Approval contained in Appendix B.

- B. THAT, subject to enactment of the draft by-law to amend CD-1 (519) By-law No. 10404 in Recommendation A, Council approve the *GCA* application from BCLC, attached as Appendix G, to expand the casino operated by Parq Holdings Limited Partnership at 39-65 Smithe Street, known as the Parq Casino, from 600 slot machines to up to 900 slot machines.
- C. THAT staff report back to Council with proposed updates to the criteria and program scope for the Social Responsibility Fund community grant program.
- D. THAT Recommendations A to C be adopted on the following conditions:
 - (i) THAT the passage of the above resolutions creates no legal rights for the applicant or any other person, or obligation on the part of the City and any expenditure of funds or incurring of costs is at the risk of the person making the expenditure or incurring the cost;
 - (ii) THAT any approval that may be granted following the Public Hearing shall not obligate the City to enact a by-law rezoning the property, and any costs incurred in fulfilling requirements imposed as a condition of rezoning are at the risk of the property owner; and
 - (iii) THAT the City and all its officials, including the Approving Officer, shall not in any way be limited or directed in the exercise of their authority or discretion, regardless of when they are called upon to exercise such authority or discretion.

Purpose and Executive Summary

This report evaluates an application to amend the CD-1 (Comprehensive Development) District (519) By-law No. 10404 to permit the increase of the maximum permitted slot machines from 600 to 900 for the site at 39-65 Smithe Street (Parq Casino). There are no form of development changes proposed to the existing building.

This report also evaluates a parallel application for Council approval submitted by the British Columbia Lottery Corporation (BCLC) pursuant to the *Gaming Control Act (GCA)* to increase the number of permitted slot machines from 600 to 900 for Parq Casino. The *GCA* requires the host local government to satisfy BCLC that adequate community input has been sought and considered prior to deciding on an application to substantially change the type or extent of a gaming facility. The City has been advised that a public hearing is satisfactory consultation for this purpose.

Staff have assessed the rezoning and *GCA* applications and conclude that they meet the intent of the applicable regulations and policies. The General Manager of Planning, Urban Design and Sustainability recommends approval in principle of the rezoning subject to conditions contained in Appendix B. Should the rezoning be enacted, the General Manager of Planning, Urban Design and Sustainability recommends approval of the *GCA* application from BCLC.

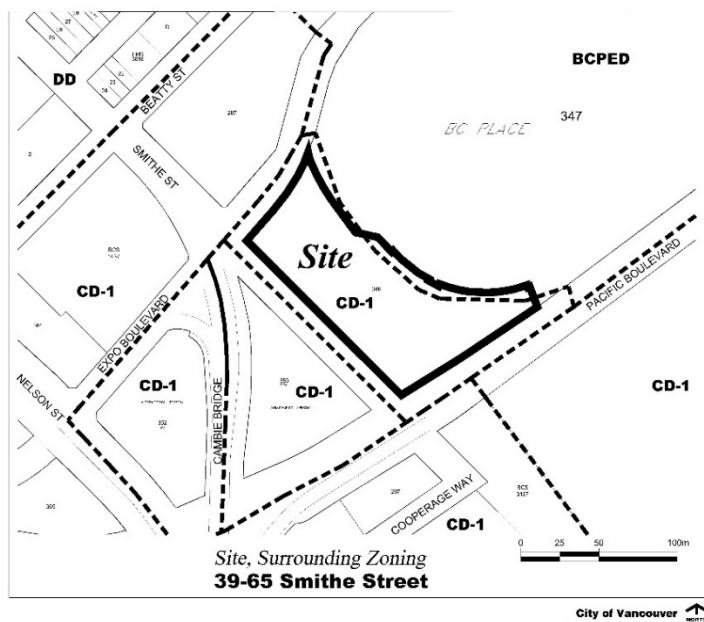
Context and Background

1. Site and Context

The subject site is located on the northeast corner of Pacific Boulevard and Smithe Street. BC Place Stadium is to the east of the site. The site is surrounded by CD-1 zones, with DD (Downtown District) zones further to the north.

The construction of Parq Casino was completed during 2017. The building contains four underground levels of parking, retail space and a restaurant on Level 1, a casino with four restaurant outlets on Levels 2 and 3, staff office space on Levels 2, 3 and 5, conference rooms on Level 4, a restaurant, lounge and 2,287 sq. m (30,000 sq. ft.) outdoor amenity space on Level 6, and hotel rooms in two towers on levels 6 to 21.

Figure 1: Site and Surrounding Zoning



2. Policy and Regulatory Context

- Northeast False Creek Plan:** This site is located in *Northeast False Creek Plan*, which was approved in 2018, after the development of Parq Casino. It sets the long-term vision for the last remaining piece of large undeveloped land in the downtown along False Creek.
- False Creek North Official Development Plan (FCN ODP):** When the FCN ODP was created in 1990, it specifically sought to wrap the stadium with other buildings. This approach led to the design and form of the casino/ hotel complex (now Parq Casino) and other buildings to the south and west of the stadium. The proposed application is consistent with the FCN ODP and no amendments to the FCN ODP are required for this rezoning application.
- Gaming Control Act (GCA)** – The GCA was enacted in 2002 and gives local governments certain authority over specific aspects of a gaming facility, including the allowable number of slots and table games. Host local governments receive 10% of the net casino gaming revenue from casinos within their jurisdiction.

Under the GCA, BCLC must receive approval from the host local government prior to substantially changing the extent of lottery schemes at a gaming facility, including increasing the number of slot machines. Before deciding whether to approve, amend, or refuse the GCA application, Council must satisfy BCLC that it has:

- consulted with each potentially affected local government, including First Nations; and
- sought and considered adequate community input.
- **Gambling and/or gaming Moratorium** – On April 19, 2011, Council adopted a Moratorium on expansions of gambling/gaming in the City. On May 8, 2024, the Moratorium was amended by Council to enable applications to substantially change the extent of lottery schemes at existing gaming facilities. Council directed that applicants are required to provide a full health and safety and economic impact assessment of their proposals. This allows for an assessment of the economic, health, safety and other impacts of gambling expansion. Council also directed staff to explore opportunities to increase the *Social Responsibility Fund* and/or other related funds to address the health, social, economic, and community impacts of any proposals for the expansion of gaming.
- A list of Council previous decisions concerning gambling can be found in Appendix C.

Discussion

1. Proposal

The rezoning proposal is to amend the CD-1 (Comprehensive Development) District (519) By-law No. 10404 to permit the increase of the maximum permitted slot machines from 600 to 900 for the site at 39-65 Smithe Street. There are no form of development changes proposed to the existing building. The GCA application makes the same request, to approve expansion of the number of slot machines permitted under the GCA from 600 to 900.

Figure 2: Existing Building from the West



The CD-1 (519) zoning currently restricts the applicant to 600 slot machines and 75 gaming tables. This proposal seeks to add up to 300 slot machines to the existing gaming floor to increase the maximum total slot machines from 600 to 900. According to the applicant, the existing casino floor space can accommodate up to 1,200 slot machines.

In addition to the rezoning and in order to permit an expansion of gaming at the existing Parq Casino, BCLC has also requested Council approve the application pursuant to the GCA to increase the number of permitted slot machines from 600 to 900. Refer to Appendix E for the application pursuant to the GCA.

Under the Zoning and Development By-law, staff continue to interpret slot machines as single-player devices.

2. Metro Vancouver Casinos

The below table compares the number of slot machines and tables games in the Lower Mainland. There are currently nine casinos in the Metro Vancouver area (and 22 in all of BC) with a total of 7,301 slot machines and 412 table games. The Tulalip Resort Casino, located 200 kilometres south in Washington State, has 1,500 slot machines and 16 table games. There are significantly larger casinos located in Ontario and Quebec.

Figure 3: Number of slot machines and tables games in Casinos across Metro Vancouver

Casino	# of Slot Machines	# of Table Games
Parq Casino (Vancouver)	600	75
Hastings Racecourse (Vancouver)	446	0
Grand Villa Casino (Burnaby)	1,300	67
Great Canadian Casino Vancouver (Coquitlam)	920	70
Cascades Casino (Delta)	500	18
Cascades Casino (Langley)	1,000	28
Starlight Casino (New Westminster)	935	54
River Rock Casino (Richmond)	1,100	75
Elements Casino (Surrey)	500	25
TOTAL	7,301	412

3. Form of Development

There is no proposed change to the existing form of development.

4. Health Impact Assessment (HIA) Analysis

The applicant undertook and submitted a Health Impact Assessment (HIA) in order to ensure Council's decision on the proposed expansion is informed by an understanding of the health and safety risks arising from gambling and casino operations. The submitted HIA has been reviewed by staff and key partners, including Vancouver Coastal Health (VCH), Vancouver Police Department (VPD) and the UBC Centre for Gambling Research (see Appendices D and F for details).

Staff found the HIA to be strong in its framing and identification of key issues. The HIA defines health holistically using a Social Determinants of Health lens, follows standard process as established through the literature, and identifies problem gambling – persistent gambling behaviour that leads to significant financial, social, or mental-health harm – as the central health risk. It also clearly sets out both potential benefits and harms from the proposed expansion, summarized below:

Anticipated benefits of the expansion

- **Increased public revenues:** Additional municipal gambling revenues, with potential health and social value if a portion is directed toward prevention, treatment, or community services. Refer to the section on Public Benefits for details.
- **Job creation:** A marginal increase in employment and associated wages and benefits (estimated two full-time and 12 part-time positions, with approximately \$546,000 in additional wages and benefits over five years).
- **Leisure/entertainment value:** Expanded gambling options for casual players who primarily use the casino for recreation and socializing and are not at risk of problem gambling.

Anticipated harms and risks

- **Problem gambling as the central health risk:** Expansion of slot machines – one of the gambling forms most strongly linked to problem gambling – is expected to increase gambling-related harm.
- **Disproportionate impacts on vulnerable groups:** Higher risk of problem gambling occurs among people experiencing mental health and substance use issues, low social connectedness, older adults (65+), young adults (25 to 34), particularly amongst Indigenous Peoples and South Asian communities.
- **Related economic, health and social harms:** Problem gambling is linked to increased risk of financial strain, family and domestic violence, substance use issues, and higher demand for health and social services (e.g., Gambling Support BC, mental-health and addictions supports).
- **Revenue concentrated among higher-risk players:** Research suggests that a disproportionate share of gambling revenue, particularly from slot machines, comes from

a minority of frequent, higher-risk or problem gamblers (in B.C. roughly 5% of players with problem gambling generate about one-third of revenue). Players with incomes under \$40,000 are the second high-risk group for problem gambling, leading to disproportionate financial and health impacts on residents least able to absorb financial losses.

- **Ripple effects beyond the individual gambler:** Research suggests, each instance of problem gambling may negatively affect an estimated five to ten other people through stress, relationship strain, financial insecurity, and reduced mental well-being.

The HIA was limited in providing quantitative estimates of the likely magnitude of expected risks and harms, so staff requested additional information from the applicant and conducted complementary analysis.

Staff's overall assessment of the HIA is that it reasonably identifies potential benefits, i.e., increased municipal and provincial revenue, a small increase in employment and wages, and added leisure value for casual gamblers. The applicant forecasts that roughly 305,000 new players will visit the casino over five years as a result of the expansion. Based on the forecasted players and BCLC's Problem Gambling Severity Index (PGSI), staff assess that the expansion is expected to generate additional revenue and employment as well as entertainment benefits for an estimated 200,000 non-problem gamblers, with an additional roughly 6,000 net new patrons projected to fall into the low-, moderate-, or high-risk categories over five years.

Staff's assessment is that harms associated with the proposed increase from 600 to 900 slot machines are not negligible; there is moderate risk, particularly for already vulnerable groups. If approved, the expansion may expose additional people to elevated risk of potentially long-lasting gambling-related harm based on research, plus possible indirect impacts to others and increased demand for health and social services.

Staff also recognize that the applicant has been implementing mitigation measures since it began operations as part of the Responsible Gaming Agreement with the City and part of BCLC programs and has committed to doing so at the same or higher degree going forward. These measures include: Appropriate Response Training for staff, Responsible Gaming Check audit and accreditation, updated Player Health Policy, and locating a GameSense Info Centre on the casino floor.

In light of the non-trivial risks, staff recommend that a Council decision to approve adding 300 more slot machines should be contingent on application of clear mitigation measures and sustained monitoring, as well as the targeted use of contributed funds, with the understanding that these steps cannot fully offset the underlying risks.

Refer to the rezoning [application booklet](#) and the [Health Impact Assessment Report](#) for additional information. Note that these are posted as-submitted by the applicant to the City.

For supplementary information on the analysis of the HIA, please refer to Appendix D; for proposed rezoning conditions, including updates to the existing legal agreements like the Responsible Gaming Agreement see Appendix B.

5. Public Input

5.1 Virtual Q&A Period (Open House)

Public input primarily included mailed postcards, a site sign, a webpage with a digital model, an online comment form, and question and answer (Q&A) period. Refer to the application webpage: <https://www.shapeyourcity.ca/39-65-smithe-st>.

In total, approximately 40 submissions were received. Comments showed a mix of support and concern regarding the proposed increase in slot machines at Parq Casino. Supportive feedback highlighted Parq Casino as a valued city asset, the need for more gaming variety to stay competitive with nearby casinos, and the potential for increased revenue to benefit city services. Concerns expressed centred on gambling-related harm, neighbourhood safety and livability, broken past commitments, the lack of clear community benefits, and that the expansion conflicts with the City's health and social priorities, raising questions about addiction, crime, congestion, and overall public interest. Refer to Appendix E for a summary of the public input collected and responses to public comments.

5.2 Gaming Control Act Consultation Requirements

Prior to deciding on any applications under the provincial Gaming Control Act (GCA), the local host government must consult with affected local governments, including First Nations, and seek and consider adequate community input. Staff held a virtual open house from September 24 to October 7, 2025, and subsequently recommend both the GCA application and the rezoning be referred to a public hearing.

The City sent the required notification letters on November 21, 2025 to the xʷməθkʷəy̓əm ([Musqueam](#)), Skwxwú7mesh Úxwumixw ([Squamish](#)), and səliłwətaʔ / səliłwitulh ([Tsleil-Waututh](#)) nations and on November 24, 2025 to the City of North Vancouver as well as Metro Vancouver. BCLC was provided with a copy of the letters directly thereafter. The Nations and municipalities had no comments they wished to be considered. In accordance with the GCA, the City will advise the affected local governments, including the First Nations, of Council's decision on the GCA application.

BCLC has advised the City that a public hearing satisfies the requirement to seek adequate community input, and staff recommend that the public hearing for the GCA application be held concurrently with the public hearing for the rezoning application, as both deal with the same request. Staff will advise BCLC in accordance with the legislated requirements about Council's decision on the GCA application.

5.3 Engagement of Responsible Gaming Agreement Research Partners and external stakeholders

Staff engaged Vancouver Coastal Health (VCH) to advise on the public health implications of increased gambling activity in Vancouver and Vancouver Police Department (VPD) to advise on safety considerations. Additionally, staff brought together key healthcare research partners named in the existing Responsible Gaming Agreement to identify suitable amendments that would be required if the slot machine expansion were approved.

In consultation with the VPD, staff also recommend adding select requirements to the Responsible Gaming Agreement to address incremental safety risks and impacts, with the goal of keeping crimes low and further reducing them. These measures include policy implementation, monitoring, and surveillance

Refer to Appendices B and F for details.

6. Public Benefits

Community Amenity Contribution (CAC)

While the proposed application is not subject to a CAC under the CAC Policy, the applicant has offered to increase the total contribution offer under the existing Responsible Gaming Agreement to reflect an expansion of allowed gaming facility. Contributions under the agreement would increase from \$600,000 annually starting from the opening of the casino in 2017, with portions subject to inflation adjustments, to annual payments of \$750,000 in 2027, \$900,000 in 2028 and future years, subject to annual inflation adjustments after 2028.

During the review of the Responsible Gaming Agreement, it was identified that inflation adjustments under the existing agreement had not been collected. The unpaid amounts have also been factored into the updated contribution proposal.

The existing agreement provides both a contribution to the City's Social Responsibility Fund ("SRF") and a research payment contribution to the St. Paul's Hospital Foundation. Under the updated agreement, the proposed updated contribution would be fully allocated to the City's SRF to continue to enable support for projects that enhance social, health, safety and well-being in Vancouver. The intended use of funds includes research and monitoring activities while enabling more substantial projects to be funded and would be allocated to external organizations as appropriate (e.g. St Paul's or other) through existing City granting or other processes. Staff intend to report back to Council on proposed updates to the Social Responsibility Fund grant program.

For more background on the previous Responsible Gaming Agreement refer to Appendix H.

Development Cost Levies (DCL)

This application does not propose adding any new floor area to the existing building and therefore no DCLs are applicable.

Other benefits

Under the terms of the Host Financial Assistance Agreement signed with the Province, the City receives 10% of the net revenue from gambling operations each year. The applicant has estimated that the proposed expansion of slot machines at the Parq Casino is expected to result in approximately \$1 million of additional annual host city revenues to the City during the first three years.

For more background on the Host Financial Assistance Agreement refer to Appendix H.

Financial Implications

As noted in the Public and Other Benefits section, the rezoning of this site will result in an increase to the annual contribution to the City's Social Responsibility Fund under an updated Responsible Gaming Agreement. Previously uncollected inflation adjustments under that agreement totalling approximately \$0.4 million have been factored into the updated contribution proposal. The City is also expected to receive increased host city revenue under the existing agreement with the Province. No DCLs are anticipated from this project, as it does not involve additional new floor area. Refer to Appendix H for additional details.

Conclusion

Staff have assessed the applications and conclude that they meet the intent of the applicable regulations and policies. Staff support the proposed amendment to CD-1 (519) By-law No. 10404 to increase the maximum permitted slot machines from 600 to 900. The General Manager of Planning, Urban Design and Sustainability recommends that:

1. the rezoning application be referred to Public Hearing together with the draft CD-1 By-law as generally shown in Appendix A, with a recommendation that these be approved, subject to the Public Hearing, along with the conditions of approval listed in Appendix B; and
2. the GCA application be referred to Public Hearing with a recommendation that, subject to approval and enactment of the proposed rezoning by-law, it be approved.

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**APPENDIX A
39-65 SMITHE STREET
PROPOSED CD-1 BY-LAW PROVISIONS**

Note: A by-law to amend CD-1 (519) By-law No. 10404 will be prepared generally in accordance with the provisions listed below, subject to change and refinement prior to posting.

Zoning District Plan Amendment

1. This by-law amends the indicated provisions of By-law No. 10404.
2. In section 4, Council strikes out “600” and substitutes “900”.

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APPENDIX B CONDITIONS OF APPROVAL

Note: If the application is referred to a Public Hearing, these Conditions of Approval will be referenced in the Summary and Recommendations included in the hearing agenda package. Any changes to the conditions approved by Council will be contained in its decision. Applicants are advised to consult the hearing minutes for any changes or additions to these conditions.

CONDITIONS OF DEVELOPMENT PERMIT APPROVAL

THAT the following will be included as a condition of approval of a development application by the Director of Planning or Development Permit Board:

- 1.1 As a condition of development permit approval for any Casino – Class 2 use, the operator will provide the public benefits secured through the rezoning and development permit process for the Casino – Class 2 use in accordance with the terms of the agreements executed between the City and the owner/developer, including the Responsible Gaming Agreement.

CONDITIONS OF BY-LAW ENACTMENT

THAT, prior to enactment of the CD-1 By-law, the registered owner/leaseholder shall on terms and conditions satisfactory to the Director of Legal Services, the General Manager of Planning, Urban Design and Sustainability, and the General Manager of Arts, Culture and Community Services, as necessary, and at the sole cost and expense of the owner/developer, make arrangements for the following:

Social Policy

- 2.1 Make arrangements to the satisfaction of the General Manager of Arts, Culture and Community Services and the Director of Legal Services to amend the Gaming Restriction Condition Section 219 Covenant, registered against title as Instrument No. CA4416132, to permit a maximum of 900 slot machines.
- 2.2 Make arrangements to the satisfaction of the General Manager of Arts, Culture and Community Services and the Director of Legal Services to amend the Responsible Gaming Agreement (“RGA”), registered against title as Instrument No. CA4416114, as follows:
 - (a) Increase the cumulative amount of the Social Responsibility Fund Payment and the Annual Research Payment as follows:
 - (i) In 2027, the annual cumulative payment will be \$750,000 plus applicable taxes;
 - (ii) In 2028, the annual cumulative payment will be \$900,000 plus applicable taxes; and
 - (iii) After 2028, the annual cumulative payment will be increased by the Consumer Price Index (CPI);

- (b) After September 29, 2027, the date the current Memorandum of Agreement between Parq Holdings Limited Partnership, St. Paul's Foundation of Vancouver, and Providence Health Care Society expires, the Grantor will pay all annual payments directly to the City as a single Social Responsibility Fund Payment, for the continued purpose of supporting projects that enhance social health, safety and well-being and related research and monitoring in Vancouver;
- (c) Add a clause that, in the event there is a government-ordered shut down of casino operations due to a health or other emergency which results in a cessation of all casino activities and related revenue-generating operations, including online gambling, the Social Responsibility Fund Payment obligations may be pro-rated and waived for the duration of the shut down;
- (d) Update the terms of the agreement to reflect the updated Social Responsibility Fund Payment described above, as well as the intention that Payments will be used to support projects that enhance social health, safety and well-being and related research and monitoring in Vancouver through an updated Social Responsibility Fund grant program;
- (e) Revise the Responsible Gambling Operational terms to align with updated BCLC policy and practice, current responsible gaming standards, and recommendations from the Responsible Gambling Council;
- (f) Require the Grantor to:
 - (i) Consult with the Vancouver Police Department (VPD) and implement policies/programs advised by VPD which are intended to mitigate or reduce the impact on the crime rate related to facility operations, including monitoring the number of incidents involving serious violence, domestic violence and gang activity in Vancouver; and
 - (ii) In consultation with VPD, install and operate surveillance in the areas the additional slot machines are placed, and ensure adequate security staff, investigators and compliance officers are available during operating hours to service the area of the expanded slot machines in the facility;
- (g) extend the term of the Agreement so that the expiry is the date the Casino permanently ceases operations, as determined by the City.

Agreements

Note: Where the Director of Legal Services deems appropriate, the preceding agreements are to be drawn, not only as personal covenants of the property owners, but also as registerable charges pursuant to the Land Title Act.

The preceding agreements are to be registered in the appropriate Land Title Office, with priority over such other liens, charges and encumbrances affecting the subject site as is considered advisable by the Director of Legal Services, and otherwise to the satisfaction of the Director of Legal Services prior to enactment of the By-law and at no cost to the City.

The preceding agreements shall provide security to the City including indemnities, warranties, equitable charges, letters of credit and withholding of permits, as deemed necessary by and in a form satisfactory to the Director of Legal Services. The timing of all required payments, if any, shall be determined by the appropriate City official having responsibility for each particular agreement, who may consult other City officials and City Council.

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APPENDIX C

LIST OF PREVIOUS COUNCIL DECISIONS REGARDING GAMBLING

1987 – 2002: Starting January 27, 1987, Council 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).

2004: Council enacted amendments to the 750 Pacific Boulevard (Plaza of Nations) CD-1 (349) By-law to, among other things, add “Casino – Class 2” as a permitted use, with gaming activities restricted to 600 slot machines and 60 gambling tables. A further zoning amendment in 2007 increased the number of permitted gambling tables to 75.

2004 - 2005: Council enacted amendments to the Exhibition Park CD-1 (3B) By-law to, among other things, allow up to 900 slot machines in the Hastings Racecourse racetrack facility. Council also directed that not more than 600 slot machines be operated onsite as well as that a number of other agreements be executed between the casino operator and the City. In October 2005, the Development Permit Board conditionally approved a development permit that included slot machines at Hastings Racecourse.

2007: The City and the operator of Hastings Racecourse executed the Operating Agreement for Hastings Racecourse, which, among other things, restricts the number of slot machines at Hastings Racecourse to 600 and directs that any application to install or operate more than 600 slot machines must be brought forward to Council.

2011: Council approved and enacted an amendment to the 777 Pacific Boulevard CD-1 (519) By-law to, among other things, allow the Casino – Class 2 use and up to 600 slot machines and 75 gaming tables. Under the *Gaming Control Act*, Council also approved the relocation of the former Edgewater Casino to 777 Pacific Boulevard (now Parq Casino). At the same time, Council adopted the Moratorium.

2014: The Development Permit for Parq Casino was approved, subject to conditions. The conditions included execution of a number of agreements with the City, including a Responsible Gaming Agreement and a Gaming Restriction Covenant prohibiting any future increase in any form of gambling including the number of slot machines from 600 and gaming tables from 75.

2024: On May 8, 2024, Council [amended the Moratorium](#) to permit staff to receive applications to substantially change the extent of lottery schemes at existing gaming facilities. Council directed that applicants are required to provide a full health and safety and economic impact assessment of their proposals. This allows for an assessment of the economic, health, safety and other impacts of gambling expansion. Council also directed staff to explore opportunities to increase the *Social Responsibility Fund* and/or other related funds to address the health, social economic, and community impacts of any proposals for the expansion of gaming.

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APPENDIX D

Supplementary Information from Health Impact Assessment

The Health Impact Assessment (HIA) submitted by the applicant was reviewed by staff and key partners, including Vancouver Coastal Health (VCH), Vancouver Police Department (VPD) and the UBC Centre for Gambling Research (see also Appendix F). Below is relevant information considered in the development of Appendix B Conditions for Approval.

Staff's assessment is that overall, the HIA for the Parq Casino expansion is well-framed and identifies the key domains of risk and benefits. It defines health holistically, uses a Social Determinants of Health and Gender-Based Analysis Plus lens, follows standard HIA process, and organizes the analysis through a clear Effects Assessment and Residual Health Effects Characterization Framework with consistent criteria. It also reasonably identifies potential benefits: increased municipal and provincial revenue, a small increase in employment and wages, and added leisure value for casual gamblers.

Staff noted that the HIA did not contain a concrete monitoring and evaluation plan to address risks, and so this is the basis of related conditions to be incorporated in an updated Responsible Gaming Agreement. Additionally, there were some deficiencies in the quantitative information provided around the risk of problem gambling and estimates of additional patrons for the proposed 300 new slot machines, e.g., it flags who is at risk but does not effectively quantify the scale of harm. As a result, the report is strong on structure and issue identification, but weaker on quantifying and tracking the estimated scale and magnitude of negative impacts. To help quantify risks and fill key gaps identified in the HIA, staff requested additional information from the applicant and conducted complementary analysis.

Identifying Risks

Using a Social Determinants of Health framing, the HIA groups its analysis into three key domains – health, safety, and economic – to assess the impacts of the proposed slot machine expansion. After stakeholder consultation, it organizes its analysis under a set of health-related impact categories at the personal and community level: mental health and wellness, problem gambling and its impacts, substance use and addiction, health care services, and leisure/entertainment value. Within this structure, the HIA clearly identifies problem gambling as the central health risk. The report distinguishes between gambling types, emphasizing slot machines as the highest risk form of gambling, more strongly associated with problem gambling than non-continuous forms such as lotteries.

As a tool to assess local risk, the HIA draws on Problem Gambling Severity Index (PGSI) data that BCLC collects by surveying 500 players per quarter who have gambled with BCLC in the past year. For the Lower Mainland, these PGSI results show that the share of players classified as high-risk has increased over time, with high-risk gamblers rising from 11% in 2022 to 12% in 2023 and 13% in 2024. The age groups with the highest proportions of high-risk players are older adults (65+) and young adults aged roughly 25 to 34, and income patterns are mixed: the highest prevalence of high-risk gamblers appears in the \$100,000+ income band, and the lowest-income group (under \$40,000) also shows a substantial share of high-risk players (around 20%).

Taken together with other evidence, the HIA highlights that risks are not evenly distributed. The following groups are noted for increased vulnerability: people with pre-existing mental health conditions, low social connectedness, and/or substance use issues; older adults (65+); young adults (roughly 24 to 35); those living near the casino (50% of gamblers travel less than five kilometres to access gambling); Indigenous Peoples (who are estimated to be two to four times more likely than non-Indigenous Canadians to experience problem gambling); and members of the South Asian community.

The HIA also notes a potential relationship where increased availability of slot machines may reinforce alcohol consumption and illicit drug use, particularly in and around the Downtown Eastside, and may amplify harms through reciprocal interactions between gambling and substance misuse. In the advent of new cases of problem gambling, the report further anticipates effects on mental wellness, including higher levels of stress, anxiety, depression, social isolation, and suicidal ideation.

Risk analysis and quantitative assessment

The applicant provided a forecast that 305,454 new players are expected to visit the casino over five years (about 288,102 repatriated from other venues and about 17,352 net new players) as a result of the expansion. To translate this into an estimate of gambling risk, staff drew on complementary evidence from BCLC's Problem Gambling Severity Index (PGSI), a screening tool that classifies gamblers as non-problem, low-, moderate-, or high-risk based on their gambling behaviours and related consequences.

Applying the average PGSI risk shares for the Lower Mainland (2022 to 2024) to the 17,352 forecasted net new players (excluding repatriated players, whose underlying risk levels are not expected to change materially by gambling at a different casino), an estimated 6,000 people, about 35% of net new players, could fall into the low-, moderate-, or high-risk categories over five years.

Estimated PGSI risk levels among 17,352 forecasted net new players

PGSI category	RISK SHARE (avg. 2022–2024)	NET NEW PLAYERS at RISK (over 5 years)
Non-problem gamblers	65%	≈ 11,300
Low-risk problem gamblers	13%	≈ 2,300
Moderate-risk problem gamblers	10%	≈ 1,700
High-risk problem gamblers	12%	≈ 2,100

Research by the Centre for Addiction and Mental Health and others in Canada also indicates that each person with problem gambling can negatively impact five to ten others; beyond the 6,000 at risk new gamblers, staff therefore note the additional potential risk of secondary impacts to the broader population.

Staff recognize that the applicant has been implementing mitigation measures since it began operations as part of the Responsible Gaming Agreement and part of BCLC programs and has committed to doing so at the same or higher degree going forward. Measures include

Appropriate Response Training for staff, Responsible Gaming Check audit and accreditation, updated Player Health Policy, and locating the GameSense Info Centre on the casino floor.

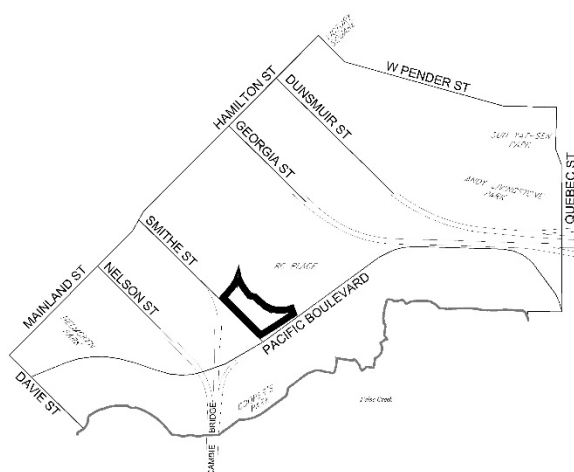
In weighing the relative benefits and risks, staff considered the additional revenue, employment and entertainment benefits, while also considering risks of harm to problem gamblers specifically and the population more broadly, and which may result in increased demand for health, safety and/or social services. As a result, staff recommend that any potential Council approval of the expansion of slot machines from 600 to 900 at Parq Casino be contingent on mitigation and contribution measures, as laid out in the proposed updated Responsible Gaming Agreement.

APPENDIX E

Public Consultation Summary

Event	Date(s)	Details
Webpage published	August 29, 2025	https://www.shapeyourcity.ca/39-65-smithe-st
Postcard mailed	September 22, 2025	9,678 notices mailed
Site sign installed	September 10, 2025	n/a
Online comment form	August 2025, to December, 2025	37 submissions • 9 responses support • 28 responses opposed • 0 responses mixed
Question and Answer (Q&A) period (2 weeks)	September 24, 2025, to October 7, 2025	1 submission
Other input (phone calls, direct emails, etc.)	August 29, 2025, to December 11, 2025	2 submissions
Total webpage views	August 29, 2025, to December 11, 2025	539 page views
Total Submissions (Comments submitted + questions asked + other input methods)		40 submissions

Map of Notification Area



A summary of public input is provided below, organized by topic.

Areas of support:

- **Valued city asset:** Parq Casino is an asset to Vancouver, offering a high-quality facility and strong player-health standards compared to other casinos in Canada.
- **Expanded gaming options:** Increasing the number of slot machines would improve variety, reduce the need for players to travel to Richmond or Burnaby, and help Parq Casino compete with larger regional casinos.
- **Economic benefit:** Fully utilizing Parq Casino's available space would generate more revenue for the City and support ongoing operations and entertainment offerings.

Areas of concern:

- **Gambling-related harm:** Slot machines expansion associated with increased addiction, crime, and social harm, noting that gambling already poses significant risks and does not align with the City's goals for a healthy, sustainable community.
- **Neighbourhood impacts:** Disturbances, late-night noise, safety issues, and traffic congestion, and that a 50% increase in slot machines may worsen these impacts and affect the livability of a growing residential area.
- **Lack of community benefit:** limited evidence of benefit to local residents or workers, seeking improved public / community benefits and hospitality job standards before expansion is considered.

Response to Public Comments

Gambling-related harm: The harms associated with the expansion are not negligible; there is moderate risk, particularly for already vulnerable groups. The applicant has been implementing mitigation measures since it began operations as part of the Responsible Gaming Agreement and part of BCLC programs including Appropriate Response Training for staff, Responsible Gaming Check audit and accreditation, updated Player Health Policy, and locating the GameSense Info Centre on the casino floor. The applicant is being asked to increase the mitigating measures, monitoring and fund contributions to offset these increased risks.

Neighbourhood impacts: Given the known health and safety concerns arising from problem gambling and casino operations, the health, social, economic, and safety impacts are critical to consider when assessing any proposed expansion. The largest impacts on police statistics occurred in the time when Parq Casino opened and receded after. VPD believes that any future impacts due to the increase in the number of slot machines should be much less significant. Refer to Appendix B and D for details and mitigation measures.

Lack of community benefit: Additional gaming-related municipal revenues and fund contributions have potential for general and targeted health and social value, as well as a marginal increase in employment and associated wages and benefits. Furthermore, additional slot machines will provide expanded gambling options for casual players who primarily use the casino for recreation and socializing and are not at risk of problem gambling.

APPENDIX F

Stakeholder Consultation Summary

Staff met with VCH early in the review process to discuss the content and findings from the HIA, a report which included input from stakeholders including VCH, VPD and other community partners.

Staff requested VCH and VPD to identify the most effective mitigation and enhancement measures that were provided by the applicant that are aligned with health and safety standards.

Vancouver Police Department (VPD)

VPD notes that the impacts on the number and type of patrons this change will have are uncertain. Concerns of the VPD are focused on crime severity including issues that occur in lower frequency: organized crime, serious assaults, and sexual assaults. More common issues such as traffic congestion and minor property crimes (i.e. mischiefs to, or thefts from, vehicles) are less of a focus due to their relative lower level of impact on victims and the community's sense of safety.

The Health Impact Assessment Report summarizes the change in police calls for service, violent crime, sexual assaults and property crimes – both at the Parq Casino itself and in the surrounding block. The largest impacts on police and police statistics occurred shortly after the Parq Casino opened and are well reflected in the graphs that summarize police data. While calls for service increased by 12-fold (a significant change), VPD believes that any future impacts due to the increase in the number of slot machines should be much less significant (i.e., a percentage change only).

The proposed mitigation measures presented in the HIA report address higher priority concerns for VPD including serious violence and new crime. One measure is for the applicant to consider working with VPD to implement policies that the latter would consider helpful in keeping the crime rate related to facility operations low and further reduce it, including monitoring the number of incidents involving serious violence, domestic violence and gang activity. Another is for the applicant to consider increasing surveillance in the areas the new machines are placed, and ensure additional security staff, investigators and compliance officers are available to service the expanded slot machines in the facility to identify and mitigate new crime associated with the proposed expansion.

Vancouver Coastal Health (VCH)

VCH indicated that while consultation and general content of the HIA is sound, it does not adequately articulate the likelihood or the magnitude of negative health or social impacts, though such impacts are anticipated from the proposed slot machine expansion.

VCH identified that individual negative health effects are anticipated due to this expansion. The increased gambling activity translates to increased harm, particularly since this expansion involves higher risk gambling activities (electronic gaming machines). VCH agrees that these negative health effects have impacts on broader community and systems. However, the HIA does not provide estimated negative harms to the community or health system resulting from the expansion.

VCH suggested that while many of the proposed mitigation measures from the report that relate to education and promotion information are already in place through BCLC, additional measures would be useful to further mitigate any negative impacts of the expansion, and additionally noted that the proponents could be asked to provide increased funding to problem gambling treatment services. BC has developed programs to help people who develop problem gambling, but harms are still occurring despite these measures.

Included in VCH feedback is that monitoring and investments measures can be strengthened; the HIA provides insufficient evidence of monitoring harms associated with this facility or sharing data to track long-term trends so the city could consider introducing more stringent monitoring requirements. Similarly noted, Parq could pay an external partner like the UBC Gambling Research Centre to monitor the impacts of its facility through the provision of data and share results with various partners.

Consultation with Responsible Gaming Agreement Research Partners

Staff brought together key healthcare research partners named in the existing Responsible Gaming Agreement to identify suitable amendments that would be required if the slot machine expansion were approved. Stakeholders include St. Paul's Foundation, Vancouver Coastal Health, UBC Centre for Gambling Research and BC Centre for Substance Use that has been leading the research funded work on substance use and addictions. The partners agreed that research, monitoring and evaluation should continue to focus on potential harms associated with the casino and its expansion. Additional investments proportionate to potential impacts resulting from the proposed expansion are required to monitor and address the impacts from the expansion.

The feedback received was considered and incorporated as part of proposed amendments to the Responsible Gaming Agreement in the case that the expansion is approved.

* * * * *

APPENDIX G

Application pursuant to the Gaming Control Act



74 West Supercour Street
Kamloops, B.C. V2C 1E2

T 250 828 5600
F 250 828 5630

2940 Virtual Way
Vancouver, B.C. V6M 3A6
T 604 218 0648

Player Services
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Kamloops, B.C. V2C 8H2
T 250 828 5648
F 250 828 5642
www.bclbc.com

October 9, 2025

via EMAIL

City of Vancouver
453 West 12th Avenue
Vancouver, BC
V5Y 1V4
Attention: Donny van Dyk, City Manager, City of Vancouver

Dear City Manager, Donny
Via email: city.manager@vancouver.ca

Re: Host Local Government Approval – Proposed Increase in Slot Machines at Parq Casino – Substantial Change Process

British Columbia Lottery Corporation ("BCLC") is a Crown corporation with the mandate to conduct and manage commercial gaming in the Province of British Columbia pursuant to the *Gaming Control Act* (the "GCA"). In that capacity, BCLC is providing the City of Vancouver (the "City") with information about the statutory requirements under the GCA and the Gaming Control Regulation (the "Regulation") regarding the proposed increase in slot machines from 600 to 900 at Parq Casino located at 39 Smithe Street, Vancouver, BC V6B 0R3.

Under section 19 of the GCA, a substantial change to the type or extent of lottery schemes at a gaming facility requires approval from the host local government ("HLG"). Further, the GCA and Regulation require an HLG to follow a specific process before approving a substantial change to a gaming facility. The proposed 50% increase in slot machines at Parq Casino may be considered a substantial change triggering the statutory approval process.

The City, as the HLG, must follow the statutory approval process outlined in section 19 of the GCA and section 12 of the Regulation with respect to any substantial change to gaming facilities. We confirm Parq Vancouver Limited Partnership is authorized by BCLC, as required by the GCA, to discuss these matters with the City.

This summary is provided for convenience and does not supersede the language of the GCA or Regulation. For reference:

- GCA: http://www.bclaws.ca/EPLibraries/bclaws_new/document/ID/freeside/00_02014_01
- Regulation: http://www.bclaws.ca/EPLibraries/bclaws_new/document/ID/freeside/22_208_2002

Compliance with the GCA does not exempt the City from its obligations under other applicable legislation.

To fulfill its responsibilities under the GCA and Regulation for a substantial change approval, the City must complete the following steps:

1. Consult with potentially affected local governments;
2. Seek and consider community input;
3. Provide formal approval to BCLC; and
4. Participate in the objection and non-binding dispute resolution process, if applicable.

Each of these steps is outlined in greater detail below.

Step 1: Consultation with Potentially Affected Local Governments

The City must send written consultation notices to potentially affected local governments, a term defined in section 17.1 of the GCA, which include municipalities, regional districts, and first nations within 5 km of the Parq Casino perimeter, informing them of the proposed substantial change.

The notices must:

- A. Identify the name, street address, and type of gaming facility;
- B. State the proposal for the addition of slot machines;
- C. Include any other information that, in the City's opinion, is relevant to the recipient's consideration of the proposal;
- D. Advise the recipients that any comments:
 - a. must be limited to the subject matters in the Regulation, being: (i) infrastructure or policing costs and (ii) traffic and highway use; and
 - b. may be communicated in writing and must be sent to the City within 30 days from receipt of the notice; and
- E. Forward a copy of all consultation letters to BCLC.

The consultation process must be completed and any responses considered before the City can approve the proposal.

Step 2: Community Input

Before approving the proposal, the City must also show that it sought and considered public input by:

- A. Providing adequate public notice, including the details of the proposed gaming expansion; and
- B. Offering opportunities for public input through hearings, meetings, or a referendum.

Adequate community input is defined in section 10 of the Regulation.

Step 3: Formal Approval

The City must formally approve any substantial change by way of a resolution passed by Council or by an official letter issued on the City's letterhead. The City must deliver such approval to BCLC and Gaming Policy and Enforcement Branch's ("GPEB") general manager. The approval may be sent to BCLC by emailing the writer at dbeebe@bclrc.com and to GPEB's general manager, Sam Macleod, at sam.macleod@gov.bc.ca.

The approval must:

- A. Specify the effective date of the approval;
- B. Be executed by the duly authorized official or officials of the City;
- C. Identify the consulted local governments;
- D. Summarize the consultation outcomes; and
- E. Confirm the method of obtaining community input.

The approval must also include the following supporting documentation:

- I. A copy of the resolutions or other instruments passed by the City regarding the proposal;
- II. A copy of any comments received from potentially affected local governments in response to the consultation notices;
- III. A copy of all public notices and details about how the City publicized the proposal; and
- IV. A summary of the community input received, including minutes of any public hearing or meetings.

Step 4: Objection and Non-Binding Dispute Resolution (As Applicable)

Pursuant to section 12.1(8) of the Regulation, once the City has provided its official approval to BCLC, it must notify all potentially affected local governments that were consulted. This notification initiates a 10-day period during which an objection may be filed with BCLC.

If a valid objection is filed in accordance with the GCA, the City must participate in a non-binding dispute resolution process with the objector, as outlined in section 21 of the GCA. The parties have 60 days after referral to complete that process. Further details on the dispute resolution process can be obtained from BCLC.

If you have any questions or require further information, please contact Jerry Williamson, Director of Gaming Facilities and Development, at (604) 228-3005. Thank you for your attention to this matter.

Yours truly,



Dan Beebe
Chief Operating Officer

cc: Laura Piva-Babcock, Director, Communications and Government Relations (BCLC)
Lara Gerrits, Director, Social Purpose, Partnerships, and Engagement (BCLC)
Jerry Williamson, Director, Gaming Facilities and Development (BCLC)
Bal Bamra, Director, Gaming Operations (BCLC)
Legal Services (BCLC)
CCGBusinessPlanning (BCLC)
Sam Madeod, Assistant Deputy Minister and General Manager (GPEB)

APPENDIX H GAMING RELATED AGREEMENTS

Responsible Gaming Agreement

This agreement between the casino operator and the City was signed in 2015, as a condition of approval of the development permit application in 2014. The agreement builds on the Social Responsibility Fund Agreement executed as part of the rezoning approval in 2011, and includes:

- (a) An annual payment of \$300,000, adjusted for inflation, to the Social Responsibility Fund of the City (“SRF”);
- (b) An annual research payment of \$300,000 to St. Paul’s Foundation of Vancouver; and
- (c) Other terms to support the casino in being the centre of excellence for responsible gambling in British Columbia.

The SRF has been used to date by the City to support programs and projects that enhance social health and well-being in areas close in proximity to Parq Casino. The annual research payment has been used to develop or enhance protocols, policies and treatment regimes designed to mitigate the social and behavioural impacts of gambling addiction and includes the requirement for an annual report to be provided to Parq Casino and the City detailing applicable findings and recommendations for mitigating and treating gambling addiction.

In response to Council’s direction from May 8, 2024 to address the health, social, economic, and community impacts of any proposals for the expansion of gaming, including an increase to related grant funding, the proposed updated agreement would combine the annual payments to the City and St. Paul’s Foundation from the applicant into a single contribution to the SRF to reflect the expansion of gaming at the site. The proposed amount accounts for the proportion of additional players that may be accommodated with the increase from 600 to 900 slot machines and the relative risk rate for problem gambling and social impacts associated with slot machines; it is based on the City’s interpretation that each additional slot machine allows for one player at each time.

Inner-City Local Employment and Procurement Agreement (ICLEPA)

Since 2015, the applicant’s operations have realized public benefits through local and social employment and procurement. These benefits are outlined in the ICLEPA. Under the existing agreement, the applicant must continue to engage in these activities and provide annual reports for the duration of casino operations at the site. Staff are not recommending any changes to this agreement.

Host Financial Assistance Agreement

Under the terms of the Host Financial Assistance Agreement with the Province, the City receives 10% of the net revenue from gambling operations. Figure 5 identifies the revenue the City has received as its share of host local government gaming revenue from gaming proceeds in Vancouver in recent years.

Figure 5: Revenue received from Vancouver Casinos since 2016

Provincial Fiscal Year	Parq Casino (\$000)	Hastings Racecourse (\$000)	Total Revenue (\$000)
2024/25	\$6,159	\$794	\$6,953
2023/24	\$6,020	\$888	\$6,907
2022/23	\$6,225	\$996	\$7,221
2021/22	\$4,471	\$692	\$5,163
2020/21 *	\$0	\$0	\$0
2019/20	\$7,142	\$948	\$8,090
2018/19	\$8,223	\$1,079	\$9,302
2017/18	\$9,433	\$1,097	\$10,530
2016/17	\$8,548	\$1,109	\$9,657

* Casinos were closed during 2020/21 as a result of the COVID-19 pandemic.

* * * * *

APPENDIX I REZONING APPLICATION SUMMARY

Property

Address	Parcel Identifier (PID)	Legal Description
39-65 Smithe Street	PID 029-173-817	Lot 346, Plan EPP31476

Applicant Team

Applicant	Parq Holdings Limited Partnership
Developer	BC Lottery Corporation
Architect	n/a
Property Owner	B.C. Pavilion Corporation

Statistics

	Permitted Under Existing Zoning	Proposed
Zoning	CD-1 (519)	Amended CD-1 (519), Section 4
Site Area	10,300 sq. m (110,868 sq. ft.)	
Land Use	• Cultural and Recreational Uses, limited to Arcade, Billiard Hall, Bingo Hall, Casino - Class 2, Club, Fitness Centre, Hall, Stadium or Arena, Swimming Pool, or Theatre; • Institutional Uses, limited to Public Authority Use; • Office Uses; • Parking Uses; • Retail Uses, limited to Grocery or Drug Store, Grocery Store with Liquor Store, Liquor Store, and Retail Store; • Service Uses, limited to Barber Shop or Beauty Salon, Beauty and Wellness Centre, Cabaret, Catering Establishment, Hotel, Neighbourhood Public House, Print Shop, and Restaurant	
Maximum FSR	9.62	
Maximum Height	91 m (299 ft.)	
Maximum Floor Area for Gaming Activity	10,600 sq. m (114,098 sq. ft.)	