TORONTO

STAFF REPORT
ACTION REQUIRED

Response to Various Motions Respecting Casinos in Toronto and East York District – Fourth Supplementary Report

Date:	January 15, 2013
To:	Toronto and East York Community Council
From:	Director, Community Planning, Toronto and East York District Acting Director, Transportation Services, Toronto and East York District
Wards:	14, 18, 19, 20, 21, 22, 27, 28, 29, 30, 31, and 32
Reference Number:	IBMS Folder No. 12 226741 SPS 00 TM

SUMMARY

At its meeting of November 6, 2012, Toronto and East York Community Council adopted several motions requesting further information respecting a casino in Toronto and East York District. See Decision History for the full list of requests.

This report provides information regarding these requests.

RECOMMENDATIONS

The City Planning Division and Transportation Services Division recommends that:

1. Toronto and East York Community Council receive for information the report (dated January 15, 2013) from the Director, Community Planning, Toronto and East York District, and the Acting Director, Transportation Services, Toronto and East York District, entitled "Response to Various Motions Respecting Casinos in Toronto and East York District – Fourth Supplementary Report".

Financial Impact

The recommendations in this report have no financial impact.

DECISION HISTORY

At its meeting of **February 14, 2012**, Toronto and East York Community Council requested the Chief Planner and Executive Director, City Planning in consultation with the City Solicitor and the Chief Building Official to report to the September 11, 2012 meeting of the Toronto and East York Community Council on the zoning regulations governing casinos (also known as gaming sites or gaming premises) as a land use in the Toronto and East York District, and any necessary actions to prohibit casinos, gaming sites or gaming premises under the zoning by-laws for the Toronto and East York Community Council area.

At its meeting of **September 11, 2012**, Toronto and East York Community Council requested the Chief Planner to provide further information on parking standards associated with other Ontario Casinos and on the parking capacity within the Front Street and John Street precinct.

Both of the above mentioned reports were Received for Information at the October 10, 2012 Toronto and East York Community Council Meeting.
http://app.toronto.ca/tmmis/viewAgendaItemHistory.do?item=2012.TE19.9

Also at its meeting of **October 10, 2012**, Toronto and East York Community Council adopted the following motions:

1. Requested the following staff reports to the November 6, 2012, meeting of the Toronto and East Community Council:

    a. the Director, Community Planning, Toronto and East York District, in consultation with the City Solicitor, with respect to the specific legislative provisions dealing with land use permissions on the Exhibition Place lands, including provisions related to the HK Hotel agreement;

    b. the Director, Community Planning, Toronto and East York District, on the impact that a single use facility, such as a "destination casino", would have on surrounding land uses and property values in the Toronto and East York District;

    c. the Director, Community Planning, Toronto and East York District, on possible zoning amendments to allow controls of video lottery terminals and other related electronic gaming that may seek entry in stores and other commercial facilities within the Toronto and East York Community Council District;

    d. the Chief Planner and Executive Director, City Planning, in consultation with the Chief Executive Officer, Waterfront Toronto, on the planning implications of a Port Lands Casino on the Port Lands acceleration initiative, which was passed by City Council on October 2, 2012;

e. the Acting Director, Transportation Services, Toronto and East York District, and the Director, Community Planning, Toronto and East York District, in consultation with appropriate City staff, on a traffic and congestion study for the impact of a 5,000 to 7,500 parking garage at Exhibition Place, Front Street at John, and the LCBO Warehouse site on the Waterfront; and

f. the Acting General Manager of Transportation Services, Toronto and East York District, on:

i. Information from other jurisdictions on traffic operation issues arising from large casino/resorts in downtown locations in similar-sized cities.

ii. An overview of the current traffic conditions, capacity constraints and other operational issues on the highways and arterial roads in the vicinity of the Exhibition/Ontario Place grounds.

The report responding to the above motions entitled "Response to Various Motions Respecting Casinos in Toronto and East York District" and dated November 2, 2012, was provided to Toronto and East York Community Council but deferred to the January 22, 2013 Toronto and East York District Community Council.

At its meeting of **November 6, 2012**, Toronto and East York Community Council adopted the following motions:

1. Requested the following staff reports to the January 22, 2013, meeting of the Toronto and East Community Council:

a. the Director, Community Planning, Toronto and East York District, in consultation with staff from Exhibition Place, to provide a summary of ongoing uses, functions and/or special events that take place on the site of Exhibition Place (excluding the CNE) throughout a typical year, including the buildings used, heritage building designations, space requirements, duration of use, participants/attendees, parking demand, other facility uses, and revenue generated;

b. the Acting Director, Transportation Services, Toronto and East York District, on the local and regional traffic impacts of an additional 5,000 to 10,000 parking spaces at Exhibition Place to service a casino;

c. the Acting Director, Transportation Services, Toronto and East York District, and the Director, Community Planning, Toronto and East York District, in consultation with the Waterfront Secretariat, on:
- bridge traffic issues associated with a casino in the Port Lands;

- current lack of public transit and time frame for public transit implementation in the port lands;
- current road net work in the Port Lands and suitability to accommodate the number of cars associated with 5,000 to 10,000 parking spots and any requirements for 5,000 to 10,000 parking spots that would be located in the Central Waterfront Secondary Plan; and
- the existing level of services for water, sewers, electricity; and

d. the Director of Community Planning, Toronto and East York District, on the number of housing units approved, but not yet built, within the identified OLG zones in the Toronto and East York District.

This report entitled "Response to Various Motions Respecting Casinos in Toronto and East York District – Fourth Supplementary Report" and dated January 15, 2013 responds to the above noted motions adopted on November 6, 2012.

COMMENTS

1a. Summary of Exhibition Place Uses & Functions

The Chief Executive Officer for Exhibition Place has provided information in response to this motion.

i) Below is a summary of the events held at Exhibition Place includes:

Type of events	# of events (2011)
Tenant Events (includes events at the Liberty Grand, Medieval Times, Muzik Nightclub, and the Queen Elizabeth Theatre)	763
Exhibition / Trade & Consumer Shows	53
Meetings / Conferences	194
Sporting Events (BMO Field and Ricoh Coliseum)	81
Outdoor Events / Festivals	11

It is estimated that the number of visitors to the events identified above for 2011 was approximately 5.3 million, including approximately 1.5 million to the Canadian National Exhibition.

Please see Attachments to this report for further details in response to this motion.

- Attachment 1: Exhibition Place Buildings and Occupancy, for a breakdown of all buildings on the Exhibition Place lands, including their size, use and occupancy (for 2011).

- Attachment 2: Exhibition Place Board of Governor's Financial Highlights for 2011
- Attachment 3: Exhibition Place Parking Information (2009 - 2012)

ii) Below is a list of the Heritage Buildings at Exhibition Place:

Buildings Designated under the Ontario Heritage Act include:

- Arts, Crafts & Hobbies Building / Medieval Times (By-Law #459-93)
- Automotive Building / Allstream Centre (By-Law #392-2009)
- Coliseum Complex (By-Law #1996-0254)
- Horse Palace (By-Law #821-88)
- Music Building / Toronto Fashion Incubator (By-Law #443-85)
- Ontario Government Building / Liberty Grand (By-Law #541-86)
- Princes' Gates (By-Law #445-87)
- Scadding Cabin (By-Law #540-86)
- Stanley Barracks (By-Law# 188-1999)

Buildings Listed on the Heritage Toronto Inventory include:

- Bailey Bridge
- Bandshell
- Better Living Centre
- Carillon
- Dufferin Gate
- Fire Hall
- Food Building
- Fort Rouille
- Horticultural Building
- Press Building
- Princess Margaret Fountain
- Queen Elizabeth Building
- Shrine Peace Monument

1b. Parking and Traffic Impacts for Exhibition Place

Exhibition Place is served by existing TTC bus and streetcar transit routes as well as a GO Transit station. Lake Shore Boulevard and the Gardiner Expressway are major roadway facilities adjacent to the site, but both are subject to peak period traffic constraints. Further study would be required to address the potential impact on these and other facilities, and to address the City's auto use minimization objectives, should a casino be proposed for Exhibition Place.

A new casino facility at Exhibition Place, like any other development in the city, requires the support of the transportation network. Should a development application for a casino facility be submitted, a transportation study would be required. It should address: traffic

generation and any upgrades to the transportation system required to support the development; strategies for coach, taxi, shuttle buses, service, delivery, and emergency vehicle movements; and provision of a parking rationale which minimizes parking and takes into account nearby transit services.

The Draft City-wide Zoning By-law provides a parking ratio for gaming establishments as 25 spaces for each 100 square metres. Based on this ratio and without taking shared parking or demand analysis into account, a casino facility ranging in size from 200,000 square feet (18,580 square metres) to 300,000 square feet (27,870 square metres) would result in a parking requirement of roughly 4,650 to 6,970 parking spaces. Although gaming establishment is a defined use, it is not permitted anywhere in the city by the Draft City-wide Zoning Bylaw. Unlike other uses, this parking rate is applied to the entire city. For most other uses, the Draft City-wide By-law has established five separate categories for parking standards based on the City's growth areas and proximity to transit. This approach allows for lower parking rates in higher intensity and transit accessible areas such as the downtown. Because gaming establishments are not recommended as a use anywhere in the city through the Draft City-wide By-law, there is no separate standard provided for a gaming establishment in the downtown. If a gaming establishment was contemplated for the downtown, this parking ratio would need to be reviewed. No separate parking study was conducted to determine the parking rate in the Draft City-wide Zoning By-law.

This parking ratio could be further reduced subject to supporting assessment through a re-zoning application to reflect the City's transportation policies to encourage auto use minimization in conjunction with local site conditions and the specific characteristics of the proposed development. A similar approach has been applied to the development of other large-scale venues in the downtown, such as the Rogers Centre, Air Canada Centre, and Ripley's Aquarium, all of which provide little to no parking directly on site, but rather rely on other strategies to minimize on-site parking.

In the case of Exhibition Place, an auto use minimization transportation strategy would focus on measures to address bus, taxi and shuttle bus management, transit improvements, shared parking facilities, pedestrian priority improvements, special event management, ride sharing, pricing programs, etc.

However, in view of the absence of any detailed analysis, it can be reasonably concluded that a casino of the scale identified in the City Manager's November 5, 2012 report and based on information provided by the Ontario Lottery and Gaming Corporation, whether it is located in the Exhibition Place lands or elsewhere within the city, would most certainly impact local traffic operations and would invariably also have notable impacts on the regional transportation network. These impacts are not solely related to the size of the casino, but rather because of its unique traffic characteristics. That is, unlike most other uses, casinos generate traffic 24 hours a day, seven days a week, 365 days a year. Hourly traffic distribution would likely be similar to the existing peak direction distribution on the road network, specifically leading into the site. Also, studies have shown that vehicle trips to and from a casino are typically much longer than other types

of trips such as home to work, shopping, etc., as a high proportion of trips would likely be attracted from within and outside of the GTA.

To mitigate potential impacts, it is likely that significant infrastructure improvements and investments would have to be made within the local surrounding area and to a lesser extent, the regional area.

1c. The Port Lands

i) Bridge traffic issues associated with a casino in the Port Lands

The existing public street network in the Port Lands, including the existing bridges, is generally in inadequate condition, and in general is not currently suitable for any type of revitalization, including a casino. As well, the street networks and bridges were designed for an industrial district

There are long-term improvements planned for and recognized by the Port Lands Acceleration Initiative (PLAI), including for example, the re-alignment of Cherry Street and the Cherry Street Bridge over the Keating Channel, however the timing and funding for these improvements is uncertain and requires completion of a Municipal Class Environmental Assessment.

ii) Current lack of public transit and the time frame for public transit implementation in the Port Lands, and current road network in the Port Lands and suitability to accommodate parking for a casino

The Port Lands are currently served by bus transit only and has limited access in and out of the area via Lake Shore Boulevard to the north. Future plans for the area include significant flood protection improvements through realignment of the Don River, and corresponding infrastructure, bridge, road and transit improvements. Development in the Port Lands will have to consider a phased implementation strategy, which considers the existing conditions and the long term planning objectives for the area.

The Port Lands Acceleration Initiative (PLAI) - Final Report, endorsed by City Council in October 2012, identified a phasing plan for public transit. The public transit opportunities identified include bus rapid transit in initial phases, with light rail transit achieved through full build-out. For further information refer to the Port Lands Acceleration Initiative - Final Report and Appendices:
http://app.toronto.ca/tmmis/viewAgendaItemHistory.do?item=2012.EX22.1

As described earlier in Section 1b) of this report, the Draft City-wide By-law provides a parking ratio for gaming establishments, which is applied city-wide. Notwithstanding this parking ratio, the ability to accommodate the necessary parking required for any development, including a casino facility in the Port Lands, would consider transportation

policies to encourage auto use minimization in conjunction with local site conditions and the specific characteristics of the proposed development.

There are a series of transportation-related challenges associated with the potential development of a casino on the Port Lands. These include:

- The disconnected nature of the Port Lands and current lack of higher order transit, such as a LRT and/or a regional transit stop, which would likely result in a heavily auto-dependent facility and increase parking demand in the short-term until higher-order transit service is achieved. Accommodation of tour buses, shuttle services and taxis to off-set the demand would also likely be required.
- There is currently little potential for shared trips with other existing uses. A new casino facility in the Port Lands will likely result in more vehicular trips on a street network not designed for this type of use.
- The provision of parking in below-grade parking structures may be difficult to construct due to a high water table.

iii) Existing level of services for water, sewer and electricity

The following is a summary of the existing level of services for water and sewer in the Port Lands as provided by Toronto Water. There is:

- a network of distribution water mains ranging in size from 150-300mm diameter. The majority of this network is located north of the Ship Channel;
- a network of local sanitary sewers ranging in size from 300-675mm diameter;
- a network of local storm sewers ranging in size from 300-900mm diameter. These storm sewers discharge to adjacent water bodies; and
- a risk of flooding in the Port Lands.

Generally, there is some capacity available in the water supply network and sanitary sewer system north of the Ship Channel, but access is very limited south of the Ship Channel.

There are some challenges facing the water and sewer services. These include, but are not limited to:

- Storm drainage infrastructure is limited and is only provided along existing roadways;
- Drainage south of the Ship Channel relies entirely on open ditches, informal ponding, infiltration and overland flow to the lake;
- Coordinating the phasing of infrastructure improvements with the ultimate servicing scheme (Waterfront Sanitary Master Servicing Plan and Lower Don Lands Environmental Assessment);
- Protecting the outer harbour (Cherry Beach area) from any new discharges; and co-ordinating infrastructure with the Don Mouth Naturalization and Port Lands

Flood Protection Project (DMNP) Environmental Assessment, particularly for the drainage infrastructure located between the rail tracks and the Ship Channel; and
- There is no sanitary sewer service south of Ship Channel.

At the time of writing of this report, Staff was not able to provide further information on the existing level of services for electricity.

1d. On-going Development within OLG C1 Zone

The following is a summary of the number of existing housing units and development applications within portions of the Ontario Lottery and Gaming Corporation's C1 Gaming Zone. Because the C1 Gaming Zone is so large, this report refers to smaller geographic study areas where interest in locating a potential casino has been identified. The three locations include Exhibition Place, the Downtown, and the Port Lands.

i) Exhibition Place (area generally defined by Jameson Avenue – Lake Ontario – North side of King Street West – Bathurst Street)

In 2011, this area had a population of 22,457 people in 13,029 households, primarily to the north and east. Growth has been very high, between 2001-2011 the population increased by 8,415 people. The number of households increased by 6,126.

Between July 1, 2007 and June 30, 2012, there have been 20 planning applications submitted in this area. The total proposed residential floor area of these applications is 361,268 square metres, and the total proposed non-residential floor area is 11,935 square metres.

ii) Downtown (area generally defined by Portland Street - Lake Ontario - King Street West – Sherbourne Street)

In 2011, this area had a population of 21,860 people in 13,667 households. This area has had significant residential growth, between 2001-2011 the population increased by 14,967 people. The number of households increased by 9,135.

Between July 1, 2007 and June 30, 2012, there have been 28 development applications submitted in this area. The total proposal residential floor area is 675,009 square metres, and the total proposed non-residential floor area is 959,584 square metres.

iii) Port Lands (area generally defined the Western Edge of Port / Parliament Street – Lake Ontario – Lake Shore Boulevard – Leslie Street)

There is no population or dwelling units in the area.

Between July 1, 2007 and June 30, 2012, there have been 4 development applications submitted in the area. The total proposed residential floor area is 27,649 square metres, and the total proposed non-residential floor area is 22,269 square metres.

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ATTACHMENTS

Attachment 1: Exhibition Place Buildings and Occupancy
Attachment 2: Exhibition Place Board of Governor's Financial Highlights for 2011
Attachment 3: Exhibition Place Parking Information (2009 - 2012)

Attachment 1: Exhibition Place Buildings and Occupancy

Building	Gross Sq. Ft.	Occupancy (2011)	Use	Condition
Liberty Grand (Ontario Government Bldg)	153,220	100%	Banquet / entertainment	Long-term tenancy
Medieval Times (Arts, Crafts & Hobbies Bldg)	101,850	100%	Dinner theatre	Long-term tenancy
Muzik Clubs (Horticulture Bldg)	40,740	100%	Nightclub/entertainment	Long-term tenancy
Gossip Restaurant (Bandshell Restaurant)	5,720	100%	Full service restaurant	Long-term tenancy
Bandshell Stage & Dressing rooms	11,570	Seasonal	Seasonal outdoor stage	Licensed for events by Exhibition Place
Press Building	14,430	100%	Office space	Long-term tenancy
Queen Elizabeth Administration Office	14,024	100%	Office space	Exhibition Place head office
Toronto Fashion Incubator (Music Bldg)	9,820	100%	Office space	Long-term tenancy
Fire Station	4,290	100%	Fire services	Long-term tenancy
Queen Elizabeth Theatre	34,706	100%	1300 soft seat theatre	Long-term tenancy
Fountainblu (Fountain Dining Room)	14,770	100%	Banquet/event space	Long-term tenancy
Police Station	4,010	100%	Community police services	Tenancy
Ambulance Station	2,560	100%	Ambulance services	Tenancy
Food Products Bldg	150,960	100%	Storage/event space	Licence agreement
BMO Field	159,698	100%	20,000 seat stadium	Long-term licence agreement
TPS Mounted Unit (Horse Palace)	17,958	100%	Police services	Long-term tenancy
City of Toronto Animal Services (Horse Palace)	10,780	100%	Animal services	Long-term tenancy
Riding Academy (Horse Palace)	7,486	100%	Equestrian riding school	Tenancy
Horse Palace (remainder)	297,603	16%	Horse stall event space	Licensed for events by Exhibition Place
General Services Building	51,460	100%	Service building	Exhibition Place servicing areas
Ricoh Coliseum	206,260	100%	10,000 seat arena	Long-term tenancy
Direct Energy Centre (excluding parking level)	1,112,786	57%	Exhibition space	Licensed for events by Exhibition Place
Better Living Centre	224,870	34%	Exhibition space	Licensed for events by Exhibition Place
Queen Elizabeth Exhibit Hall	74,610	49%	Exhibition space	Licensed for events by Exhibition Place
Allstream Centre	242,386	45%	Conference / meeting / gala space	Licensed for events by Exhibition Place
Open Outdoor Space	141 acres		Event space/ parking lots / internal roadways/ pedestrian pathways /park areas	Licensed for events by Exhibition Place

Attachment 2: Exhibition Place Board of Governor's Financial Highlights for 2011

Description	Gross Revenues	Expenditures	Net Profit
Rent from trade and consumer shows - net of PMD	$9,516,051	$1,309,180	$8,206,871
Show Services	8,690,249	5,345,946	3,344,304
Parking	6,854,423	2,528,899	4,325,523
Catering Commission	1,614,502	-	1,614,502
Tenants - Rent and Services	2,783,796	1,248,353	1,535,443
Advertising/Billboard	1,294,875	-	1,294,875
Naming Revenue	1,220,000	77,399	1,142,601
Transfer from Conference Reserve - Allstream	1,065,708	-	1,065,708
Admin mark up, interest and miscellaneous recoveries	1,281,338	-	1,281,338
Utilities Expenses	-	2,465,615	(2,465,615)
Indirect Expenses	-	20,947,017	(20,947,017)
BMO Field	9,451,585	8,920,774	530,811
Sub-Total before CNEA	43,772,527	42,843,183	929,344
CNEA	25,836,080	23,715,820	2,120,261
Cash transfer to the City	**$69,608,608**	**$66,559,003**	**$3,049,605**

Attachment 3: Exhibition Place Parking Information (2009 - 2012)

	Cars Parked 2009	Cars Parked 2010	Cars Parked 2011	Cars Parked 2012
January	57,315	60,836	50,571	49,190
February	77,758	61,639	65,381	18,772
March	76,929	71,783	75,193	122,107
April	54,123	50,784	67,303	32,719
May	37,758	36,053	33,245	53,035
June	45,517	31,283	37,421	43,394
July	29,443	40,817	27,710	20,968
August	17,087	14,654	13,169	16,238
September	29,436	46,499	31,021	49,098
October	62,948	43,250	58,677	48,914
November	103,608	108,173	93,020	110,850
December	46,250	44,304	49,228	41,003
Annual	638,172	610,075	601,938	606,288
Net Income	$ 4,140,576	$ 4,409,570	$ 4,167,007	$ 4,444,446

Note: Number of indoor parking spaces is 1,300 and number of outdoor parking spaces is 4,890; this does not include parking spaces at Ontario Place.
Note: August / September do not include parking for the Canadian National Exhibition.
Note: November / December 2012 parking numbers are projected.