



Committee Agenda

**Committee Meeting of Council
September 10, 2012
at 7:00 p.m.**

MEETINGS

**FOR THE WEEK OF
SEPTEMBER 10TH, 2012**

Monday, September 10, 2012

7:00 p.m.

Committee Meeting of Council
Council Chambers, 2nd Floor

MEETINGS

**HELD UNDER THE
*PLANNING ACT***

GENERAL GOVERNMENT COMMITTEE

Monday, September 10, 2012

Page 1

Chairperson: Councillor Lawlor
Vice-Chair: Councillor Anthony
Members: Councillors Bain, Marosis
Ex-Officio: Mayor McDonald

- GG-2011-04 Motion from Councillor Anthony dated January 10, 2011 re Council remuneration (F16/2011/CNB/COUNCIL).
- GG-2011-16 Report from C.M. Conrad dated August 2, 2011 re Election campaign signs (C07/2011/ELECT/GENERAL).
- GG-2012-04 Report from Karen McIsaac dated July 30, 2012 re Business Licencing By-Law (C00/2012/BYLAW/BUSLICEN).
- ▶ **GG-2012-05 Report from Margaret Karpenko dated August 22, 2012 re Long Term Capital Funding Policy Review (F05/2012/CAPBU/GENERAL).**
- GG-2012-06 Report from Margaret Karpenko dated August 29, 2012 re 2013 Operating Budget Timelines and Process (F05/2012/OPEBE/GENERAL).

GG-2012-05

Recommendation:

"That City Council approve the development of the 2013 Capital Budget with a debt held constant at \$9 million dollars as recommended in Report to Council CORP 2012-114 dated August 22, 2012 from Margaret Karpenko."

CITY OF NORTH BAY

Report to Council

Report No: CORP 2012-114

Date: August 22, 2012

Originator: Margaret Karpenko

Subject: Long Term Capital Funding Policy Review

RECOMMENDATIONS:

That City Council refers the Long Term Capital Funding Policy Review to General Government Committee.

BACKGROUND:

The Long Term Capital Funding Policies were last updated January 2010. The updates to the policies between 2008 and 2010, amended the documents to include several recommendations for changes designed to begin to address the Infrastructure Investment Gap identified in the Stantec State of the Infrastructure Report. Stantec is currently conducting a review of our infrastructure to provide an update on the state of infrastructure. The development of the Long Term Capital Funding Policy provides for a capital investment of 547 million over the 17 year period of 2013 to 2029.

During the 2012 budget process, Administration reviewed the policy and recommended several amendments to provide increased definition of terms as well as some amendments that deal with cash flow and project management.

During 2012 budget deliberations, several questions were also raised about the Long Term Capital Funding Policy. The purpose of this report is to review the elements of the Long Term Capital Funding Policy and to provide for further amendments to the policy.

The total Capital Funding Policy Expenditure Limit is defined as the sum of Pay as You Go, Debenture, Federal Gas Tax, and Development Charges. Each of these components is then individually calculated. For the purposes of developing the City's 10 year capital plan, several estimates are also used. Over time the assumptions used in the estimates need to be reviewed.

Plan assumptions are as follows:

Original Plan

Levy growth of 4%
 CPI factor – 3%
 1% of Levy
 Development Charges increase by \$100,000 per year until 2014 then increase by 3%
 Debt Max at 13 million, \$500,000 per year
 Most recent debenture rate used for long term forecast

Actual Results

Levy growth 3.5%
 CPI – 1.9%
 1% Levy
 Development Charges have not been fully allocated annually
 Debt Max at 13 million, \$500,000 per year
 Debenture issues in future years projected at 2% until 2020 then up to 5.5%

Pay as You Go

The Pay as You Go component is the link to the operating budget. Examination of the current policy over the next 17 years has an operating levy component that is projected to add approximately 1.44% annually. The annual amount of Pay as You Go is adjusted and increased by 1% of the operating levy and the Consumer Price Index. Prior to any amounts being transferred to fund capital, principal and interest payments are paid.

In order to provide some perspective a scenario analysis has been provided as Appendix A. Specifically Scenario 2 in the Appendix demonstrates that if you remove the CPI adjustment for one year (2013) the cumulative capital investment over 17 years will be reduced by 8.3 million. There is an off setting benefit with respect to the operating budget in 2013 because the impact to the operating levy is reduced from 1.44% to 1%. Therefore, the conflicting needs between the capital budget and operating budget need to be evaluated. As mentioned earlier in the report, North Bay like any other City has a significant infrastructure gap that needs to be dealt with in order to minimize impacts on the operating budget. The Council of the day has supported the capital funding policy that slowly but consistently increases in order to tackle the infrastructure gap. It is the recommendation of the Chief Financial Officer to not deviate from the Pay as You Go formula and continue to apply the 1% Levy adjustment as well as the CPI adjustment because it is a plan that provides a slow and steady growth to the capital budget while also slowly increasing the impact to the operating budget over time. This approach is planned and reduces sudden spikes and valleys within the operating budget.

Debt

Debt is currently scheduled to reach its maximum amount of 13 million in 2020. In 17 years the City's debt levels are projected to reach 71.5 million notwithstanding water and sewer debt and the hospital commitment. It is the opinion of the Chief Financial Officer that this amount of debt is aggressive and will lead to little budget flexibility in the future. As an alternative approach to ensuring the corporation's goal of reducing the infrastructure gap, while allowing for future flexibility, it is the Chief Financial Officer's recommendation to hold annual debt issuances at 9 million annually. This is the amount of debt issued in 2012. Over a period of 17 years the City would be 1.9 million below the original plan; however, principal and interest payments would also significantly lower and total debt outstanding would be approximately 50.3 million (notwithstanding water and sewer and the hospital commitment). As you can see in Appendix A, holding debt at 9 million annually, results in more funds being transferred to the capital budget in 16 years (2029). This effect can be described as investing in ourselves. Also note in Appendix A, this approach reduces the debt servicing cost as a percentage of the levy from 12.75% to 8.84%. The City's policy limits this performance measure to less than 15%; therefore, in special circumstances such as an introduction of another stimulus program or other funding opportunities to leverage money, Council would be in a good position to issue special one time debt.

Development Charges

Development Charges have been applied to the entire funding envelope. This has been misleading as development charge funds can only be applied to specific projects that meet specified criteria and are a result of growth. Therefore, the Chief Financial Officer recommends that these dollars be allocated to projects on the same basis as grants and that development charges are to be applied on a project by project basis rather than on a global amount.

Federal Gas Tax

The Federal Gas Tax has been held constant for the purposes of this review. At this point there is no concern that would suggest this funding would be changed.

State of the Infrastructure

A State of the Infrastructure Report filed with City Council on February 3, 2010 (EESW 2010-007), outlined the required level of funding to replace, rehabilitate and maintain the existing infrastructure networks at a sustainable level for a timeframe of more than one typical lifecycle. Sustainability means having sufficient funding available to ensure that assets can be managed over the long term. The report documented that the City of North Bay currently has an estimated 'annual' funding shortfall of \$ 21.1 Million (based on 2008 figures) for the City's water, sewer, and roadway '*linear*' infrastructure. Note this figure does not include any capital investment gap for buildings, facilities, parks, parking lots, trails, vehicles, and equipment.

Council resolved that the report be accepted and to work towards incrementally increasing capital budgets over time through further development of an Asset Management Program and Long Term Capital Financing Plan. Council recognized by not making a commitment there would be a requirement to dramatically increase future operating budgets in order to react to more frequent emergency repairs and/or increased regular maintenance on fully depreciated infrastructure.

It is the opinion of the Chief Financial Officer that the essence of previous council resolutions is being maintained with the modifications contained in this report.

OPTIONS:

1. That City Council receive and file the report on Long-Term Capital Funding Policy.
2. That City Council consider that the attached draft policy be approved and used for the development of the 2013 Capital Budget with the following noted amendments:
 - a. That debt is held constant at 9 million dollars.

3. That City Council consider that the attached draft policy be approved and used for the development of the 2013 Capital Budget with the following noted amendments **and** that the CPI adjustment not be applied for one year being the 2013 capital budget year:

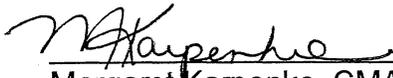
a. That debt is held constant at 9 million dollars.

RECOMMENDED OPTIONS:

That City Council consider that the attached draft policy, Appendix B, be approved and used for the development of the 2013 Capital Budget with the following noted amendments:

b. That debt is held constant at 9 million dollars.

Respectfully submitted,



Margaret Karpenko, CMA
Chief Financial Officer/Treasurer

I concur in this report and recommendation.



Jerry Knox
Chief Administrative Officer

Personnel designated for continuance: Chief Financial Officer

Attached: Appendix "A"
Appendix "B"

APPENDIX A

		Current Plan			Scenario 1		Scenario 2	
		Actual	Forecast	Forecast	Debt Held At 9 million	Forecast	No CPI Debt held at 9 million	Forecast
		2012	2013	2029	Forecast	Forecast	Forecast	Forecast
					2013	2029	2013	2029
PAYGO	PAYGO - Operating budget Prior Year before P & I	15,793,000	16,979,000	40,589,196	16,979,000	40,589,196	16,979,000	40,161,358
	1% levy	712,924	737,886	1,279,484	737,886	1,279,484	737,886	1,279,484
	Inflation Factor (CPI)	473,790	322,601	771,195	322,601	771,195	-	763,066
	Adjustment							
	Subtotal	16,979,714	18,039,487	42,639,874	18,039,487	42,639,874	17,716,886	42,203,908
	Principal Payments	5,863,350	6,326,300	12,950,000	6,326,300	9,000,000	6,326,300	9,000,000
	Interest Payments	1,403,650	1,435,007	3,936,000	1,435,007	2,700,000	1,435,007	2,700,000
	Sub total P&I	7,267,000	7,761,307	16,886,000	7,761,307	11,700,000	7,761,307	11,700,000
	PAYGO Capital Levy Current Year	9,712,714	10,278,180	25,753,874	10,278,180	30,939,874	9,955,579	30,503,908
	Annual Increase within Operating Levy	1,151,613	1,059,773	2,050,678	1,059,773	2,050,678	737,172	2,042,549
	Increase as a Percentage of Levy	1.62%	1.44%	1.60%	1.44%	1.60%	1.00%	1.60%
Debt	Debenture Debt at Beginning of the Year	36,701,150	39,837,800	71,477,650	39,837,800	50,377,650	39,837,800	50,377,650
	Debt Issue Current Year	9,000,000	9,500,000	13,000,000	9,000,000	9,000,000	9,000,000	9,000,000
	Principle Payments	(5,863,350)	(6,326,300)	(12,950,000)	(6,326,300)	(9,000,000)	(6,326,300)	(9,000,000)
	Hospital Commitment?							
	Forecasted Debt Year End	39,837,800	43,011,500	71,527,650	42,511,500	50,377,650	42,511,500	50,377,650
Capital Plan	Capital Funding Plan - General							
	PAYGO	9,712,000	10,278,180	25,753,874	10,278,180	30,939,874	9,955,579	30,503,908
	Debt	9,000,000	9,500,000	13,000,000	9,000,000	9,000,000	9,000,000	9,000,000
	Development Charges	600,000	700,000	1,246,374	700,000	1,246,374	700,000	1,246,374
	Federal Gas Tax	3,310,814	3,310,814	3,310,814	3,310,814	3,310,814	3,310,814	3,310,814
	Total Annual Capital Plan	22,622,814	23,788,994	43,311,062	23,288,994	44,497,062	22,966,393	44,061,096
Monitoring and Reporting Statistics								
Debt Service Costs As a % of Tax Levy - Policy as adopted in 2010				12.75%	10.16%	8.84%	10.16%	8.84%
Annual Change from Pre 2013 Capital Plan					(500,000)	1,186,000	(822,601)	750,034
Cumulative Capital investment Change from Cumulative Plan				547,328,413	545,397,638	(1,930,775)	538,995,092	(8,333,322)

The Corporation of the City of North Bay

FINANCIAL SERVICES POLICY	SECTION: FINANCIAL PLANNING
	APPROVED: APRIL 2010
	REVISION DATE: JUNE 2012
	SUBJECT: LONG TERM CAPITAL FUNDING POLICY
	POLICY 2010-01

PURPOSE

The purpose of the City of North Bay Long Term Capital Funding Policy is to plan capital funding for levy supported capital over a rolling-twenty-year period.

GOALS AND OBJECTIVES

The goals and objectives of the Long Term Capital Funding Policy include,

1. To provide maximum annual funding for capital projects excluding water and sanitary sewer projects;
2. To provide maximum funding for special major capital projects excluding water and sanitary sewer projects;
3. To control but not eliminate the level of long term capital debt and commitments each year;
4. To provide for the effects of inflation through annual adjustments;
5. To gradually increase the level of funding for capital projects to a sustainable level;
6. To ensure that the Policy continues to reflect the City's needs and its citizens' capabilities.

ROLES AND RESPONSIBILITIES

Chief Financial Officer / City Treasurer (CFO) is responsible for:

1. Monitoring the debt servicing costs (principal and interest payments), as a percentage of total tax levy to ensure the ratio does not exceed 15%.

2. Ensuring that the funding mix be such that “pay as you go” capital revenue be equal to or greater than “long term debt” capital revenue.
3. Signing all Capital related reports to Council to ensure that the approvals will not cause the expenditure targets to be exceeded.

City Council is responsible for:

1. Reviewing the Long Term Capital Funding Policy in detail a minimum of every 4 years, at the beginning of each term of Council.
2. Reviewing the funding policy each year;
 - i. To ensure that the sustainable target levels are reasonable and;
 - ii. That alternative revenue sources are maximized

IMPLEMENTATION

The implementation of the Long Term Capital Funding Policy includes:

1. Any unused debt in any given year may be carried forward up to a maximum of two years while still adhering to the annual Net Capital Budget total.
 - 1.1. For example, the 2012 budget allows for debt to be issued in the amount of 9 million dollars. If only 7 million is required to fund projects that have incurred substantial costs then 2 million will be carried forward up to 2014.
2. A capital project that is approved in any given year’s budget must have by-law approval and begin incurring substantial costs within a two year period; otherwise, the project must be re-submitted for budget approval in a future year. The initial approval is then considered cancelled and will not be allocated to other projects.
 - 2.1. For example, if project X is approved in the 2012 capital budget and no costs have been incurred by 2014 the project will be required to compete for capital dollars in 2015.
3. Addition of a capital project called Capital Financing within the current capital plan that equates to 2% of the funding envelope.
 - 3.1. This project is intended to facilitate funding timing differences. After considerable review of the allocation of available funding for a particular year it was determined that funding allocations are being allocated to prior year projects. In an effort to move towards any given years funding envelope to fund that years capital initiatives the new project would be established. Currently the amount of unfunded capital is approximately 5.4 million dollars. The goal is to manage this difference within a 2 million dollar range.

4. That the monitoring of debt servicing costs (principal and interest payments), as a percentage of total tax levy not exceed 15% be calculated as a total of levy, water and sewer rates and that levy, water and sewer debt servicing costs when measured independently not exceed the rate established by the Ministry of Municipal Affairs.
 - 4.1. The prior policy is not clear with respect to the application of the 15% target. We have seen through analysis of the long range funding plan that when evaluating the debt servicing costs on the individual segments in some cases the debt servicing costs do exceed the 15% target. This clarification is to ensure that the individual units do not exceed the Ministry's overall target and that on a global basis the internal policy of 15% is monitored.
5. Providing annual funding for debt service costs from the Operating Budget be increased by an inflationary allowance plus 1% of the tax levy each year. Definitions of inflationary allowances, 1% of levy and 2% of water bill revenues.
 - 5.1. Inflationary Allowances shall be the twelve month percentage change in the total Consumer Price Index (CPI) (Table 1- Core Items CPI) as determined from the most current Statistics Canada report. This percentage is to be applied to the previous year's long term capital funding allowance in the operating budget.
 - 5.2. 1% of the tax levy shall be 1% on the previous year's budgeted tax levy.
6. Transactions flowing through the Capital reserves would be any capital project surplus or deficits. The intent of these reserves balances would be to offset future unanticipated or abnormal capital expenditures.
7. Providing debenture and other long-term debt financing in the amount of \$9,000,000 in 2012 and hold.
8. That Capital Expenditure Limits be set based on the capital revenue sources generated by the policy. The sources of revenue include but may not be limited to the following:
 - i. Debentures
 - ii. Capital Levy
 - iii. Development Charges
 - iv. Federal and Provincial Government Grants & Programs
 - v. Reserves and other
9. *Development Charges, reserves and other grants will be budgeted for on a project specific basis as specific criteria are required to be met.

* Proposed revisions

COMMUNITY SERVICES COMMITTEE

Monday, September 10, 2012

Page 1

Chairperson: Councillor Mendicino
Vice-Chair: Councillor Mayne
Member: Councillor Vaillancourt
Ex-Officio: Mayor McDonald

- CS-2001-35 Rezoning applications by Consolidated Homes Ltd. – Golf Club Road (D14/2001/CHLTD/GOLFCLUB).
- CS-2003-37 Condominium application by Rick Miller on behalf of New Era Homes Ltd. - McKeown Avenue (D07/2003/NEHL/ MCKEOWN).
- CS-2004-29 Rezoning and Plan of Subdivision applications by Rick Miller on behalf of Grand Sierra Investments Ltd. - Sage Road (D12/D14/2003/GSIL/SAGERD).
- CS-2011-04 Motion moved by Councillor Mayne on January 24, 2011 re Designated Off-Leash Dog Area (R00/2011/PARKS/DOGPARK).
- CS-2012-16 Report from S. Kitlar dated June 12, 2012 re Multi-Use Recreation Facility Study update (R05/2012/ MURF/GENERAL).
- **CS-2012-17 Report from B. Hillier / R. Evans dated July 25, 2012 re North Bay Gambling Facility (Casino) (D06/2012/TOURI/CASINO).**

CS-2012-17

Recommendation:

"That the City of North Bay agree, in principle, to a new Gaming Facility being located within our community subject to negotiations, confirmation and acceptance with the Ontario Lottery & Gaming Corporation (OLG) and successful proponent regarding the proponent details, revenue share agreement, site location and derived community benefit."

City of North Bay

Report to Council

Report No.: CSBU 2012 – 64

Date: September 5, 2012

Originator: Beverley Hillier, Manager, Planning Services
Rick Evans, Manager, Economic Development

Subject: Supplemental Report - Proposed North Bay Gaming Facility (Casino)

RECOMMENDATION

That the City of North Bay agree, in principle, to a new Gaming Facility being located within our community subject to negotiations, confirmation and acceptance with the Ontario Lottery & Gaming Corporation (OLG) and successful proponent regarding the proponent details, revenue share agreement, site location and derived community benefit.

BACKGROUND

Report to Council CSBU 2012-58 was presented to Council on July 30, 2012 and a subsequent public meeting was held on August 22, 2012 to gauge public opinion on a proposed gaming facility in North Bay.

During the public meeting there were a variety of presenters which stressed the potential positive economic impact to the community and local businesses and those that stressed the potential social costs to the community.

The City Clerk's office also received some a total 71 submissions both through the public meeting and written submissions. As in the case of the public meeting the submissions included those in favour, undecided and not in favour of a gaming facility in the City.

This report will provide information regarding both the potential economic and social impacts to assist Council in making their decision.

ECONOMIC IMPACT

Staff has undertaken significant analysis of the information provided by OLG to try to determine what the potential impact in terms of employment, wages, total municipal contribution per year and community contribution.

Based on our analysis, it has been determined the number of slots does not have a direct correlation to the number of employees. Staff used Sudbury and Woodstock as comparables to attempt to put some numbers and assumptions related to employment. Generally, it appears if 300 slots are achieved it would result in approximately 124 employees at an average wage of approximately \$44,640/year (including benefits).

From the perspective of anticipated revenue per year, Staff has evaluated the existing slot facilities throughout Ontario and averaged out it appears the municipal share averages at \$5,800 per slot (no tables). If this held true, North Bay's share would be approximately \$1.M based on 185 slots or 1.7M based on 300 slots.

In addition, to the municipal share of slot revenue, the property may generate tax revenue through commercial assessment. In consultation with MPAC it is difficult to determine the assessment for the facility as it will depend upon the final agreement with the proponent. Typically a casino is assessed in the commercial tax class. There are different approaches to value in the determination of assessment for commercial properties; the cost approach or the income approach, both resulting in different values. Assuming a cost approach to value which is primarily derived from the cost to construct a facility we can assume the municipal tax revenue to be in the range of \$150,000 to \$200,000. We are unable to estimate the assessment using the income approach at this time. At the end of the day factors that may influence the final assessed value include construction costs, location, if the facility is leased or owned, and any other amenities within the facility.

SOCIAL IMPACT

Numerous studies and reports have been completed by various researchers throughout Canada and the United States regarding the potential impact of casinos on communities and individuals. It appears these studies do not look at the incremental change associated with casinos in a community. They do not gage the actual change in social costs between what existed prior to and after a casino, nor do they isolate the specific costs associated with gambling addiction.

DNSSAB had been requested to complete an analysis of the potential social impact of a casino in North Bay should Council agree to the facility. DNSSAB's full report is attached as an appendix. DNSSAB concludes *"views and opinions about casinos are diverse. Whether one is for or against a gambling centre, it is important that citizens understand the net social impacts and economic benefits it will have. One must remember even though economic impacts rapidly accrue, social impacts take longer to manifest and are difficult to measure. The dearth of supporting information makes it difficult to precisely determine whether expected positive economic and community benefits offset potential negative social costs both in social and dollar terms..."*

DNSSAB set out a number of recommendations in their report. Generally Staff is agreeable to these recommendations, however, it should be noted recommendations 4, 5 and 6 regarding revenue share agreements and allocation of potential revenue are outside of DNSSAB's responsibilities. These items should be determined by Council as additional information and material is received.

It should also be noted DNSSAB advises in their report that *"...unless DNSSAB and its social services partners secure a share of casino revenues, any increase in caseload will be managed from the existing budget and possible restraints will have to be put in place. Research shows that municipal gambling revenue shares tend to be spent on*

infrastructure and economic development priorities and not social services. The increase in employment opportunities resulting from the opening of a casino may not offset the cost of the potential rise in DNSSAB caseloads. This cost benefit imbalance could negatively affect the municipality if the available provincial funding and gambling revenues schemes fail to meet the increased demand for social services." DNSSAB indicates they will continue to monitor their caseload including various factors that affect the trend.

Probably the most alarming component of the DNSSAB report estimates the aggregate social costs to meet the needs of the potential 2000-3000 at-risk or problem gamblers at between \$3.8m to \$5.7M per year. These estimates do not reflect the incremental impact of a gaming facility as various forms of gambling already exist in the community and as well there is easy access to current gaming facilities.

In addition, DNSSAB has indicated to staff that a portion of their current caseload is employment ready. It is anticipated that some of the individuals would benefit from employment at a casino. DNSSAB, jointly with the City and the North Bay and District of Chambers supports the very successful Employment Innovation Fund program to support labour demands. DNSSAB is recommending that the proponent engage their employment services. Staff strongly encourages the use of existing programs within the community to match employees with available positions.

As noted previously, there is relatively little information on the incremental changes that could occur as a result of a casino. Gambling exists within our community in various forms including off track betting of horse races, internet gambling, Nevada tickets, scratch tickets and bingo's. Many people within the community travel outside the community to participate in casino gambling.

LAND USE PROCESS

In addition to the social and economic impacts discussed in this report, it is important to review the process from a land use perspective. DNSSAB suggests in their report the process set out by OLG *"undermines the usual Provincial Planning Act requirements for an open, fully documented review and analysis. It can be argued Council's quasi-judicial role in adjudicated Planning Applications would be compromised if it predetermined outcomes before proper applications are received."*

It is important that individuals and organizations recognize that the proposed recommendation to support a gaming facility in North Bay does not exempt the proposal from the requirements to undertake a Zoning By-law Amendment, which includes public consultation. Council's endorsement would support the "concept" of a casino within the City and does not impact the responsibility of Council to review a Zoning By-law Amendment based on the information available at that time.

In terms of background, in 2005 Council at that time supported a Zoning By-law Amendment for a racetrack/slots gaming facility. That specific Zoning By-law Amendment specifically excluded standalone casino operations. As a result, a rezoning will be required on any site within the City.

As with any rezoning process, it is expected details of the development regarding parking, traffic, building size, site design and amenities will be provided as part of the application process.

ANALYSIS / OPTIONS

Option 1 – That the City of North Bay not support a proposed casino gaming facility within the community.

Option 2 - That the City of North Bay agree, in principle, to a new Gaming Facility being located within our community subject to negotiations, confirmation and acceptance with the Ontario Lottery & Gaming Corporation (OLG) and successful proponent regarding the proponent details, revenue share agreement, site location and derived community benefit.

RECOMMENDED OPTION / FINANCIAL IMPLICATIONS

Option 2 is the recommended option.

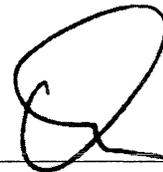
That the City of North Bay agree, in principle, to a new Gaming Facility being located within our community subject to negotiations, confirmation and acceptance with the Ontario Lottery & Gaming Corporation (OLG) and successful proponent regarding the proponent details, revenue share agreement, site location and derived community benefit.

In terms of Financial Implications, they are discussed throughout the report. There are both potential revenue and costs that cannot be fully separated out at this juncture.

Respectfully submitted,



Beverley Hillier, MCIP, RPP
Manager, Planning Services



Rick Evans
Manager, Economic Development

BH/db

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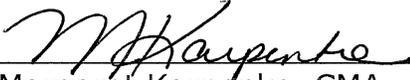
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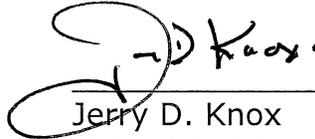
Peter Chirico
Managing Director, Community Services



Peter E.G. Leckie
City Solicitor



Margaret Karpenko, CMA
Chief Financial Officer



Jerry D. Knox
Chief Administrative Officer

Personal designated for continuance:

Manager, Planning Services
Manager, Economic Development

District of Nipissing
Social Services
Administration Board



Conseil d'administration
des services sociaux
du district de Nipissing

REPORT

EX 13-12

TO: EXECUTIVE COMMITTEE

FROM: Marcel D. Rochefort, Social Services Supervisor
(with input and review by staff)
Leo DeLoyde, CAO
David Plumstead, Researcher

DATE: September 6, 2012

RE: Proposed Casino in North Bay by the Ontario Lottery and Gaming Corporation (OLG)

Recommendation

That the following recommendations in Report EX13-12 in regard to the Ontario Lottery and Gaming Corporation's (OLG) proposed casino in North Bay be approved and forwarded to the City of North Bay, The Province of Ontario and the OLG:

#	Lead Responsibility	Recommendation
1.	OLG/Casino Operator	Engage DNSSAB in casino staff recruitment by providing DNSSAB's employment services with an opportunity to match social assistance clients to vacant casino positions.
2.	OLG	Complete and share an environmental scan and share the findings of the counseling services that are available in the District of Nipissing who specifically address issues related to problem gambling as part of the next stage of the review process.

3.	OLG/Casino Operator	Complete and share comprehensive annual reports detailing the revenues that the City of North Bay and the community organizations receive relative to gross casino revenues.
4.	Ontario Mayors Hosting a Casino	Mayors to collectively negotiate with the Province of Ontario to secure a 12% local share of revenues from casinos and OLG's new internet based gambling system commencing operations in 2013.
5.	City of North Bay	Consider placing 5% of 12% revenue share into a dedicated new North Bay Future Fund to pay for economic development attraction and retention activities and enticements. Fund to be overseen potentially by a new non-profit consortium comprised of City, Chamber of Commerce and other economic development interests.
6.	DNSSAB and Local Social Service Providers	Collaboratively develop a strategy to meet the social service program needs of problem gamblers using 2% of the 12% revenue share.
7.	DNSSAB	Develop a mechanism to gathering data using a voluntary self-disclosure process that will assist DNSSAB staff with determining whether the anticipated increases in problem gambling associated with the opening of a local casino will result in an increase in social assistance applications.
8.	OLG	Commission an independent longitudinal research program that comprehensively studies the social costs and economic benefits of the casino project before the casino is established to develop base line data and track the results after casino and new OLG internet gambling site are in operation.

Table of Contents

Recommendation	1
Table of Contents	3
Executive Summary	4
1.0 Purpose of the Report	5
2.0 Background	5
2.1 Casino Proposal	6
2.2 Shifting Casino Proponency	6
2.3 Evolving Face of Gambling in Ontario	6
3.0 North Bay Casino Proposal Milestones	7
4.0 Relationship to DNSSAB Strategic Plan	8
5.0 Sustainable Community Development Framework	9
6.0 OLG Process Considerations	10
6.1 North Bay Casino Project Knowns and Unknowns.....	11
7.0 Casino Information, Data and Analysis	11
7.1 Social Impacts (Costs)	11
7.1.1 Problem Gambling	12
7.1.2 Crime	13
7.1.3 Social Services	13
7.2 Economic Impacts	13
7.2.1 Employment.....	14
7.2.2 Recreation	14
7.2.3 Government Revenues	15
7.2.4 Infrastructure.....	16
8.0 Other Municipal Casino Experiences	17
8.1 City of Thunder Bay.....	17
8.2 Niagara Falls	17
8.3 Mainland British Columbia.....	18
8.4 Columbus Ohio.....	18
9.0 Financial Implications	19
10.0 Communications	19
11.0 Recommendations	19
12.0 Conclusion	22
References	23
Appendix	24
Type A Gambler.....	24
Type B Gambler.....	25
Characteristics of workers in gambling and non-gambling employment	26
Gambling revenues and profits	27

Executive Summary

The Ontario Lottery and Gaming Corporation (OLG) is proposing a privately owned, 300 slot machine casino in central North Bay to expand its gambling market reach in the Nipissing District and surrounding area. The private sector casino operator has not been selected. No casino details were provided in this early stage.

OLG is requesting that the City of North Bay declare whether or not it supports a 300 slot casino. OLG set a declaration deadline of October 2012. The City of North Bay currently has one approved vacant site for a combined casino and race track.

This staff report, in combination with the City of North Bay's staff report, and the information provided by the community, are intended to give local politicians sufficient information on which they can base an informed response to OLG's casino proposal.

This report provides procedural and contextual information and focuses on two areas of central interest to the District of Nipissing Social Services Administration Board (DNSSAB) namely; social impacts and employment benefits.

The first area of interest is the **social impact** of establishing a local casino in our community. The report describes the issues that accrue when casinos locate in a community such as gambling addiction and for increased social service costs. Section 7.1.1 of this report estimates the aggregate social costs to be in the range of \$3.8 m/yr. to \$ 5.7 m/yr. to meet the needs of the potential 2000-3000 problem gamblers in Nipissing District. While there is no data on Nipissing's existing pre-casino population of problem gamblers, the Columbus Ohio study found that "there is an increased likelihood of gambling problems due to proximity of a casino".

The second area of interest is the number of **jobs** that will be generated by this development and **financial benefits** refer to Section 7.2.3. It is roughly estimated a 300 slot facility of this size could provide 50 to 60 full time jobs in the modest \$44,000 per year income range (including benefits) and 50 to 60 part time jobs.

The central public interest question is: **"Will the proposed casino provide sufficient community benefits to offset and mitigate the social and other anticipated municipal costs and contribute to creating community well-being in the long term?"**

This report makes several recommendations to our Board aimed at mitigating the social impacts and provide sufficient community benefits. This is an opportune time for all affected municipalities to band together and enter such negotiations given that revenue sharing is currently under review by the Province. A key recommendation calls upon affected local governments and the Province to negotiate revenue sharing in the order

of 12% of casino revenues to local governments which is significantly more than the initial 5% revenue share suggested by OLG as an opening bid.

Of the recommended 12%, 5% percent of casino revenues would accrue to the City of North Bay. It is suggested that further 5% share of casino revenues used to create a dedicated economic development fund given that Nipissing District is struggling to create new jobs. This “future fund” could be used to promote business expansion and attract new employers and new jobs thus benefitting our Ontario Works clients and other residents. The remaining 2% would be used to offset the incremental social support costs that will be required to deal with the predicted social impacts associated with the introduction of a local gambling facility.

There is no consensus in the literature staff have reviewed that proves casinos provide a net benefit to host communities after all the social costs are factored in.

1.0 Purpose of the Report

This report is in response to Board Resolution No. 2012-122A concerning a casino proposal by the Ontario Lottery and Gaming Corporation (OLG). Resolution No. 2012-122A was passed at the Board meeting on June 19, 2012 and reads as follows:

“That the CAO bring forward a report on the social effects and potential financial impacts on the DNSSAB if a gaming facility is built in the Nipissing District.”

The report is set within a sustainable development framework and focuses on social impacts and job creation, consistent with the DNSSAB Board’s legislative mandate. The report also explores ways of ensuring that the proposed casino provides sufficient net community benefits and mitigates the predicted social impacts.

2.0 Background

In 2006, The City of North Bay approved a combined race track and slot parlour in the city and passed the required Official Plan and Zoning By-law amendments. Council’s earlier casino decision is site specific in another part of the city and is tied to a race track. This earlier casino approval is not transferable, therefore new comprehensive development applications are very likely required under the Planning Act. The City reviewed a study dated October 8, 2004 entitled “Nipissing Raceway Social Impact Assessment” as part of the earlier application.

OLG is currently asking North Bay whether it notionally supports a casino within a very compressed five month time frame in advance of the usual comprehensive Planning Act review process. Regulations require that North Bay seek public input and offer OLG a

written depiction of the steps taken to involve the public and a synopsis of the public's expressions.

2.1 Casino Proposal

North Bay has been selected by OLG staff as a possible site to have a casino containing up to 300 slot machines in the central part of the city. At this stage in the process, the OLG is only seeking a response to the 300 slot machine proposal and the City has been given until October 2012 to express its interest in the casino facility. There is no commitment by the OLG to include ancillary hotel, gaming tables, convention, food service or entertainment facilities.

2.2 Shifting Casino Proponency

OLG is the current casino proponent however it has no plans to build and operate a casino in North Bay. Rather, OLG intends to send a Request for Proposals (RFP) to selected private enterprise casino operators to determine interest in building a casino in central North Bay in the fall of 2012. The City of North Bay will not have any input into the terms and deliverables in the RFP. Further the OLG has indicated that North Bay will not be involved in the selection of the casino operator by OLG and presumably will not be privy to any of the contractual arrangements between the OLG and the private operator.

Once OLG decides on a private sector casino operator, the successful bidder will then become the casino proponent for the North Bay casino. The private sector operator will then assume full responsibility for selecting and purchasing a casino site and for making any necessary City Official Plan and Zoning By-law Amendment applications to the City of North Bay. The proponent will be responsible for submitting a complete application accompanied by the project details, traffic, environmental, servicing and other studies, supporting documentation and site plans and architectural details.

OLG will retain complete control over whether or not the private sector proponent includes ancillary food service, hotel, and entertainment facilities in the proposed North Bay casino project. This means that OLG will have total veto power over any local requests to incorporate any locally desirable ancillary project components effectively eliminating any negotiating ability that the City would normally have with a proponent in a standard development application.

2.3 Evolving Face of Gambling in Ontario

Gambling is strictly regulated by agencies of the governments that benefit from the revenue streams. Gambling opportunities take many forms including: lottery tickets, raffles, scratch tickets, slots, sporting events, playing cards and games of chance, bingo, horse racing, and internet gambling.

There was a big push to link slot parlours to financially ailing race track operations throughout Ontario in the late 1990's and early 2000's. After considerable controversy, combined race tracks and slot parlours were established in many Ontario communities based on negotiated revenue sharing formulas and the securement of community benefits. Under the leadership of Fort Erie's Mayor Wayne Redekop and other mayors, municipalities joined together to focus Provincial attention on their needs and successfully negotiated revenue sharing arrangements with the Province of Ontario acceptable to the host communities.

Following a two year review, OLG proposes that combined race track/slot parlours be segregated and the slot parlours and recreational gaming establishments be moved to more "consumer friendly" sites. The review also identified 5 communities in Ontario for new casino developments. North Bay is one of the five communities targeted for a casino by OLG.

In 2013, OLG is preparing to implement internet gambling to respond to the increasing consumer preference for home based gambling. It is expected that the convenience of in-home internet gambling will affect the long term future of casino gambling.

3.0 North Bay Casino Proposal Milestones

May 2012 – OLG proposes a 300 slot machine casino in North Bay and asks the City for a response by Oct 2012.

Aug 22, 2012 - The City of North Bay Council hosted a public forum in the Council Chambers to hear the public's input. Many delegations pro and con were heard by North Bay Council.

September 4, 2012 - A record of the public forum will be considered by North Bay Council.

September 6, 2012 – This District of Nipissing Social services Administration Board Report Ex 13/12 will be considered by the Board's Executive Committee in the meeting room on the 3rd Floor of City Hall.

September 10, 2012 - The City of North Bay is expected to consider a staff report on OLG's 300 slot machine only casino proposal at the Committee level.

September 13, 2012 - This District of Nipissing Social Services Administration Board will hear public delegations and consider staff report Ex 13/12 and the recommendations from the Board's Executive Committee.

September 17, 2012 – North Bay Council is expected to consider the Committee recommendation of September 10, 2012 and vote on a formal response to OLG's 300 slot machine casino facility.

Fall 2012 – OLG is expected to issue an RFP to private casino operators should North Bay Council decides to support OLG's proposed casino.

2013 - The successful casino bidder may be required to apply for Official Plan and Zoning Amendments for a particular site. The City must respond to the applications and negotiate any conditions of approval (design details, community benefits, traffic controls, and parking) in a timely manner. Such applications could be referred to the Ontario Municipal Board for a hearing. The City should request a comprehensive social impact study at the time of submission. DNSSAB staff would be pleased to review such a study.

2014 - Possible construction of casino.

4.0 Relationship to DNSSAB Strategic Plan

DNSSAB's strategic plan speaks to the following core values: putting people first; being pro-active; collaboration, innovation and empowerment. DNSSAB's key stakeholders are our citizens, employees, service delivery partners, and other governments, DNSSAB Board of Directors, the Community and other Related Organizations.

It is important that DNSSAB take a leadership role in informing our stakeholders of potential impacts a casino will have in Nipissing District as they relate to our core values, mission and vision. This is in line with our strategic plan objectives to facilitate socially responsible community planning and to provide advocacy and leadership by informing community decision-making. We strive to create an agile and responsive system to new citizen needs (including those resulting from the development of a casino in North Bay) and to deliver accessible and efficient child care, employment, housing and income support services at the right time across the service network.

DNSSAB puts its citizens first; therefore it is important for all district citizens to understand the impact a casino can have on their lives and our services. Employees will need the proper tools and knowledge to coach our citizens to make sound and healthy choices.

Additionally, one of DNSSAB's Strategic Objectives is to facilitate community planning **with an emphasis on prevention** and service system integration. Consideration of the potential social impacts of a North Bay casino requires careful planning and decision-making on mitigation. While DNSSAB understands the importance of economic development and some of the economic benefits the casino may bring, it is important to weigh these benefits against the social costs.

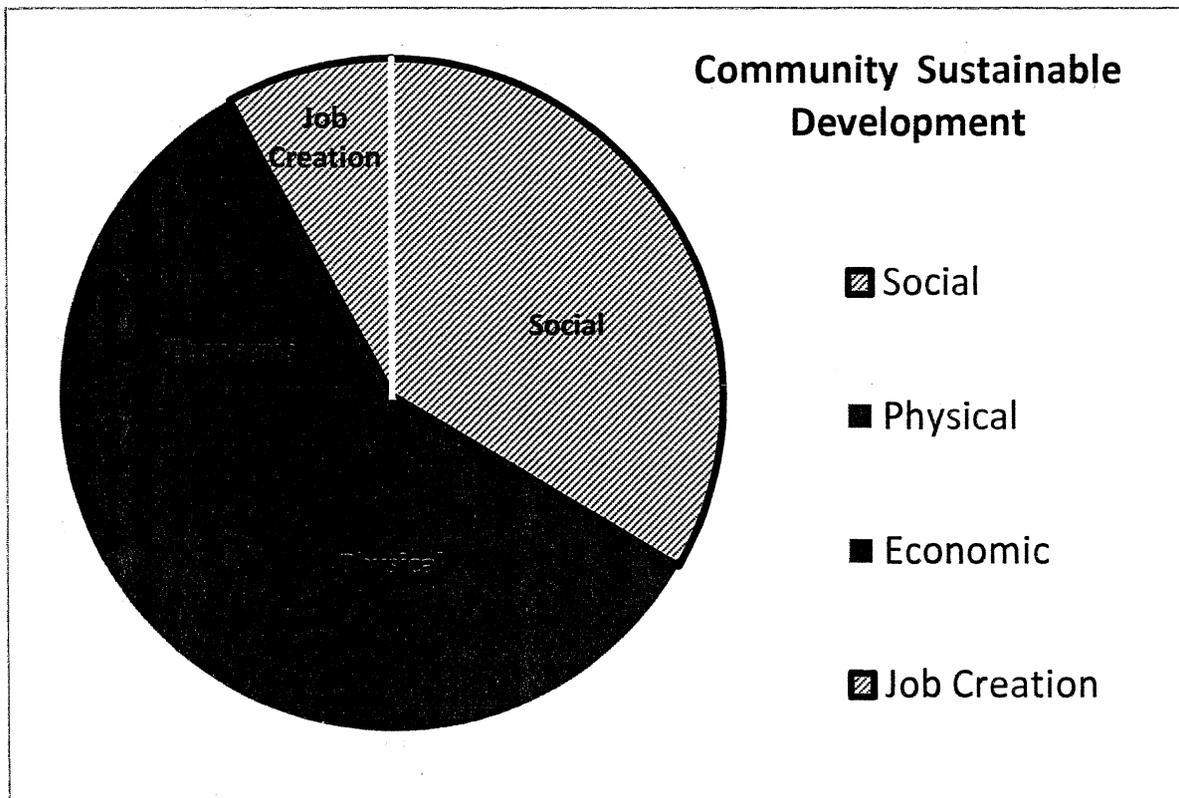
By taking a leadership role, DNSSAB and other related organizations will work together to identify and mitigate the impacts a casino will have on the citizens we serve.

5.0 Sustainable Community Development Framework

The concept of sustainable development encourages decision-making that is long term and balances social, economic, and physical community needs. The figure below identifies these components.

The central question facing the City of North Bay and Nipissing District is: **“Will the proposed casino provide sufficient community benefits to offset and mitigate the social and other anticipated municipal costs and contribute to creating community well-being in the long term?”**

Figure 1 – Sustainable Development Model



Given DNSSAB's legislative mandate, this report necessarily reports on the social and financial impacts as well as the job creation. The yellow hatched areas in Figure 1 highlight the scope of this report.

The green and salmon coloured pies in Figure 1 are primarily North Bay's responsibility. North Bay is responsible for dealing with the development, design, economic, community integration, environmental, downtown, architectural, heritage, cultural, traffic, parking, tax revenues and servicing matters.

Job creation is a shared responsibility between the City and the DNSSAB. This report should be read in conjunction with the North Bay staff report and public input to gain an appreciation of the many considerations and viewpoints.

6.0 OLG Process Considerations

The process initiated by OLG has the following components requirements:

- Host community endorsement by October 2012
- Issuance of a Request for Proposals to selected private sector casino interests by OLG in the Fall of 2012
- OLG review and approval of the successful private sector bidder and project components including ancillary facilities and services
- Successful bidder secures planning approvals
- Successful bidder secures site plan approvals and building permits prior to construction

The above OLG process is unlike the first wave of track/casino developments in the late 1990's and 2000's in several respects:

- a) OLG, the initial proponent, is essentially demanding a casino preapproval without providing much in the way of supporting information. As outlined in Table 1 below, the unknowns significantly outnumber the knowns making it very difficult to make an informed decision.
- b) OLG process inverts and thus undermines the normal Provincial Planning Act requirements for an open, fully documented review and analysis. It can be argued that Council's quasi-judicial role in adjudicating planning applications is compromised if it predetermines outcomes before proper applications are received.
- c) OLG, a Provincial crown corporation agency, is barring the City of North Bay from becoming involved in establishing RFP requirements and selecting the successful private sector operator.
- d) The successful casino developer will not be identified by OLG for several months. The usual preliminary predevelopment discussions and relationship and trust building exercises are not possible under OLG's intended process.
- e) OLG appears to be asserting total control over community benefits, revenue sharing and ancillary features without any room for local Council negotiation as is customary and routine in development application matters.

6.1 North Bay Casino Project Knowns and Unknowns

Knowns	Unknowns
Central North Bay Location	Actual Private Operator Proponent
300 slot machines	OLG RFP requirements
Preliminary 5% revenue sharing bid	OLG decision criteria
	Precise location of facility
	Scale of facility - undetermined gaming table component and final number of slot machines
	Whether any ancillary food service, entertainment, hotel facilities are included
	Extent of community benefits
	Community counselling capacity building
	Community reporting and accountability methods
	Actual revenue sharing percentage
	Outcome of comprehensive Planning Act applications

7.0 Casino Information, Data and Analysis

Typically, debates on the merits and impact of casinos occur when the Province announces the possibility of a casino coming to a municipality. The debate often centres around the **economic impacts (benefits)** and the **social impacts (costs)**. This section provides a brief look at both, although as mentioned earlier, the emphasis is on the social impact as this is the mandated service area of the DNSSAB. (See Appendix A, B, C, D for further information).

An estimated 13.9 million Canadians aged 15 and over gambled in 2002, the great majority indulging for fun and entertainment (and the dream of a jackpot). However, 1.2 million — 5% of the adult population — exhibited behaviour that would classify them as being at risk or problem gamblers. No trend data exist on problem gambling rates, but research has shown that the easier it is to gamble, the higher the prevalence of gambling-related problems. Increased accessibility, poverty, low socio-economic status, and substance abuse have been linked with problem gambling.

Adapted from "Fighting the odds," *Perspectives on Labour and Income*, December 2003, vol. 4, no. 12; Statistics Canada Catalogue no. 75-001-XIE; www.statcan.ca/english/studies/75-001/comm/bis-ndp-a.html

The information and data that follows is based on secondary data sources through an informal literature review. The review reveals that there is very little primary or secondary research data on casinos or gaming activities that is conclusive, or that can be applied locally to make predictions on casino economic and social outcomes.

7.1 Social Impacts (Costs)

Based on the evidence, the social impacts that casinos have had on municipalities can include: problem gamblers, crime, an increase in social services and assistance, a loss of job productivity, and a reduction in other local

gaming activities (e.g. local bingo halls). While it is difficult to place a monetary value on these social impacts, research by Oddo (1997) indicates that some of these costs can be measured in dollars. For example, a monetary value can be placed on the additional legal, police, and social service costs that may result from casino-related activities. But the damage done to persons and families is not easily quantified. It may also take a long period of time – after the casino opens – to determine the actual social impacts a casino in North Bay may have on our citizens and service network.

7.1.1 Problem Gambling

It's interesting to note the gambling statistics in the sidebar which indicate that 5% of the Canadian population (ages 15 years +) could be classified as *at-risk* or *problem* gamblers. This equates to approximately 3,600 people in Nipissing District. While it is unknown what percentage of the district's population is currently in this gambling group – or what the percentage will be after the opening of a casino – this starts to put some actual numbers around the potential problem of gambling. (See appendix)

Research conducted by the Canadian Consortium for Gambling Research indicates that one of the largest negative impacts of the establishment of a casino in a municipality is an increase in problem gambling and the other social impacts that may be attributed to problem gambling such as divorce, bankruptcy and suicide. Additionally, there can be an increase in problem gambling for those residing within a short distance of a casino (Community Research Partners, 2010). The cost associated with problem gambling may include treatment, policing, incarceration, prosecution, child welfare involvement, unemployment, and social assistance payments.

While some of the research literature is mixed on the actual social costs associated with problem gambling, a literature review by Community Research Partners (CRP, 2010) sheds some light on this area. The research was conducted with a view of estimating the social impact an Ohio casino may have on local human services organizations. The CRP review cited research done by the National Opinion Research Centre (NORC, University of Chicago, 1999) which quantified the social impacts of problem gambling. Social costs per gambler were classified into two types; those that are annual and on-going (for example, resulting from job loss, welfare benefits, poor health, etc.), and those that are one-time or lifetime (for example, resulting from bankruptcy, arrests, imprisonment, divorce legal fees, etc.). The annual /on-going social costs (1999 figures, un-adjusted for inflation) were estimated at \$1,915 /gambler while the one-time costs were estimated at \$15,680 (NORC, as cited in CRP 2010).

Applying the above social cost estimates to the North Bay and Nipissing scenario, the annual, ongoing social costs resulting from a North Bay casino could be between \$3.8 million to \$5.7 million annually. One-time costs could amount to between \$31 and \$47 million (Note: in the NORC research, these costs were broken down by gambler type, i.e. pathological gambler or problem gambler. In this report the costs have been added

together). These numbers may be understated because the catchment area for a North Bay Casino extends well beyond Nipissing's boundaries.

In many cases, a portion of the revenues from casinos are set aside to assist with the recognisance and treatment for problem gamblers, and this is being advocated for by DNSSAB in its recommendations. In the event of an increase in problem gambling caused by the casino, the burden of assistance will invariably be passed on to community organizations (such as the Community Counselling Centre of North Bay), many of which, will not have the resources to meet the increase in service demand. It is important that this potential cost be accounted for in any casino financial planning that transpires.

7.1.2 Crime

Some of the evidence shows that the opening of a casino can reduce illegal gambling in a community. However, it is also noted that other criminal behaviours may increase to support problem gambling (counterfeit money, loan-sharking, fraud, theft). Further, if the casino serves alcohol, criminal behaviours such as assault and driving under the influence may also increase (Canadian Consortium for Gambling Research, 2011). Some US research indicates that any increase in crime is more associated with the increase in the number of visitors to the host community rather than to the new casino itself. While there is mixed evidence around the strength of the relationship between casinos and crime rates, the City should consider – and be prepared for – a possible rise in crime. North Bay's Police Department may have some additional information on the relationship between casinos and crime rates.

7.1.3 Social Services

A casino can result in an increase to social services for social assistance, addiction counselling, and child welfare issues. Some research indicates that citizens with lower incomes contribute disproportionately more to a casino than those with higher incomes (Canadian Consortium for Gambling research, 2011). Based on this premise, the opening of a casino in North Bay could exacerbate the already poor outcomes for the district's low-income citizens, in areas such as housing, health, food security and income. Again, prudent casino planning should anticipate these societal costs.

7.2 Economic Impacts

Casinos also bring economic benefits. The following looks at some of these benefits, particularly *employment, recreation, government revenue* and *infrastructure* (the economic benefits will be covered in more depth in the City of North Bay's staff report.

7.2.1 Employment

There is no doubt that opening a casino will increase employment opportunities in the community both directly - as the casino will hire individuals to operate the facility – and indirectly, for example, from increased tourism. On August 22, 2012 OLG presenters voiced that a casino of this size would employ approximately 90 to 125 employees, half of whom are full time and the remainder part time. The potential for more employees is tied to the final scale of the facility and any ancillary uses such as an entertainment venue and/or restaurant.

It's interesting to note some of the casino employment characteristics based on a Statistics Canada report (Marshall, 2011). Workers in the gambling industry, compared with workers in non-gambling industries, were more likely to be between the ages of 15 and 34 (42% versus 36%), be paid by the hour (80% versus 65%), be paid less (\$21.95 hourly versus \$24.05) and receive tips at their jobs (27% versus 7%). Men increased their share of employment in the gambling industry from 35% in 1992 to 53% in 2010. Similarly, the rate of full-time jobs increased from 60% to 81% between the two years. The table in appendix C highlights these employment characteristics and others.

Also of relevance, a study conducted in Thunder Bay (where a casino opened in 2000) indicates that approximately \$16M was spent on payroll, benefits and agency contracts during the 2004-2005 fiscal years. That same year saw total revenue at the casino of \$55.6M (City of Thunder Bay, 2006).

As part of the economic spin-off, these casino wages are used to purchase goods and services in the community. So other businesses in the community may benefit from the casino due to the increased economic activity from casino employees, as well as from visitors who will patronize the casino and other local businesses. Not surprisingly, studies have shown that the hospitality sector benefits from the opening of a casino and this is echoed through the local response from the hospitality and business sector, who are in support of a North Bay casino.

7.2.2 Recreation

One of the most positive impacts of a casino is an increase in entertainment and tourism attraction. There may be a downside to this however, as other establishments may see a decrease in the demand for their services. According to research by the Milestones Strategy Management Consultants (2004), Bingo Halls may see a decrease at the onset of an opening of a gambling centre. As many charitable organizations rely on the funds from bingo halls to assist with their operations, these organizations may see a decrease in operating revenue.

7.2.3 Government Revenues

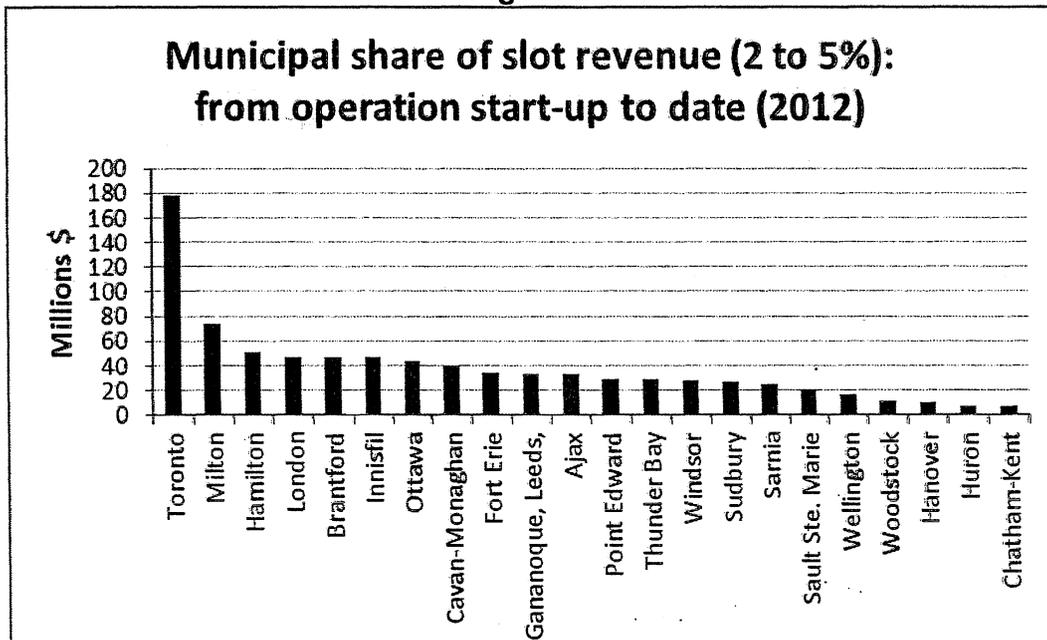
Governments earn considerable revenues from gambling. According to Statistics Canada, the national net revenue from government-run lotteries, video lottery terminals, casinos and slot machines not in casinos rose steadily from \$2.73 billion in 1992, to **\$13.74 billion in 2010**. Net revenue from casinos continues to represent one-third of the gambling industry (34%) in 2010.

The national average **gambling revenue per person 18 and over in 2009 was \$515**.

In its March 2012 report on Community Benefit Summaries, the Ontario Lottery and Gaming Corporation (OLG) published statistics for Ontario's 22 OLG gaming centre host communities. These statistics include the share of municipal slot revenue (since start-up of the casino); employee wages and benefits; the number of tables, slots, and employees; and the number of customer visits.

The chart below shows the total slot revenue – since operation start-up – by community, based on a 2 to 5% share of the slot revenues. It can be noted that most of these gaming facilities started up between 1998 and 2002, with the exception of Wellington (2003) and Ajax (2006).

Figure 2



Total municipal gaming revenues range from \$6.6 million at the Chatham-Kent facility (operating since 2001) to \$178.1 million at the Toronto Woodbine Racetrack (2000). The median municipal slot revenue to date is approximately \$31 million.

The above indicates that gaming revenues can be a significant source of additional revenue for municipalities. This revenue can be positive to a community if it is used to avoid raising taxes, reduce debt, or to maintain or improve public services.

No supporting information on revenue generation was provided by OLG. OLG suggested we consider the Woodstock experience as a comparator when estimating potential municipal revenues.

*****Please view the attached estimates with an abundance of caution*****

Securing very rough economic estimates are only possible if staff use the recent experience of other Ontario slot machine operations as a reference point, one might expect that a casino in the City of North Bay may experience:

- Between **\$1.0 and \$1.7 m** in casino revenues. (Note: Revenue sharing formulas are under active review and this range could ultimately prove to be significantly wrong)
- Between **90 and 125 jobs**, half of which are full time and the remainder part time
- Full time employee **salaries in the order of \$45,000 per year including benefits**

These preliminary estimates are intended to give an idea of some of the revenues that can be expected from a casino operation. In closing, revenue from gambling can be positive to a community if it is used to avoid raising taxes, reduce debt, or to maintain or improve public services.

Trillium distributes an average of \$797,000 per year to this District since 2007 which represents a modest portion of Ontario's total gambling proceeds.

7.2.4 Infrastructure

A new casino will add to the physical assets of a community which will increase the infrastructure value. Upgrades may be needed in water and sewer, electrical and roads. The opening of a casino may also stimulate the opening of other establishments which leads to further economic development activity and benefits those working in the trades and hospitality sectors. Although there are costs associated with this infrastructure, the revenue generated by the casino should generally outweigh the costs (Canadian Centre for Gambling Research, 2011).

8.0 Other Municipal Casino Experiences

The following are examples of some of the casino outcomes experienced by other cities and areas. While there are just a few examples provided, they shed additional light on the casino debate, including public perception.

8.1 City of Thunder Bay

In 2006, The City of Thunder Bay completed a report on the impacts of the Thunder Bay Charity Casino which opened in August 2000. At the time, the casino had 453 slot machines, 17 gaming tables, and employed 478 people. For the fiscal year of 2004-2005, \$55,591M in revenue was collected. Of this, \$23,648M was estimated to be returned to the city and the region and \$31,943M went to the Ministry of Finance. It is estimated that between 1999 to March 2005, the Ontario Trillium Foundation was awarded through its community grants and Province-wide programs \$8.4 million which benefit communities in the Thunder Bay area. It was also estimated that close to 6,500,000 visited the casino and 95% were residents of the Thunder Bay area.

In 1998, prior to the opening of the casino, small businesses in Thunder Bay believed the Casino would bring a positive economic impact. In 1999, 60.3 % of respondents thought the casino would have no impact and 30.7% thought the Casino would have positive impacts. In 2004, 70% of small business owners believed that the casino had a negative impact on business and in 2005 this increased to 85%.

Charity Bingo revenues decreased by \$500,000 since the opening of the casino and attendance dropped from 130,000 to 84,000. It was noted that there was a slight increase in both business and personal bankruptcies. An increase in the number of calls to Thunder Bay Police were noted however there is no data to correlate these increases with the opening of the casino. It was noted that there is evidence to suggest that problem gambling is more common since the opening of the Casino in Thunder Bay however there is no data to connect it to the Casino. The District of Thunder Bay Social Services Department felt that there were very little social impacts on the community as a whole with the opening of the Casino.

8.2 Niagara Falls

The Niagara experience is also useful as a sample of the public's perception of casinos. As part of a study to gauge the impact of the opening of a casino in Niagara Falls, a survey of the adult population was conducted in Niagara Falls and the Niagara region before the casino opened (Turner, Ialomiteanu, and Room, 1995). Generally, most people were in favour of the casino (71%). They also felt that the casino would have three main impacts: *social* and *environmental* impacts (in the way of problems), and *economic* impact (in the way of benefits). A majority of the respondents expected both, an economic and environmental impact from the Niagara casino. However, where the negative social impact was concerned, respondents had mixed feelings on whether these would occur or not. Overall, the Niagara adult population anticipated both

negative and positive impacts from the casino, but based on their responses, they felt the positive impacts outweighed the negative ones.

In their report, Turner et al acknowledge that it is difficult to estimate the economic benefits and potential social costs from a casino. However, based on the survey results, they state that people are aware of the benefits and costs of a casino, and feel relatively comfortable in making a decision on the merits of a casino, despite not having a clear method of evaluating the balance between the two.

8.3 Mainland British Columbia

In 2004-2005, surveys were completed in British Columbia in regards to four gambling centres situated in mainland British Columbia, two in Vancouver and one each in Surrey and Langley. The study concluded that outside of the normal realms of gambling (lotteries, charity raffles, and scratch tickets) the majority of the population did not gamble. Those who did gamble stated that they tend to spend a small amount of their monthly income on gambling. They spend approximately \$2800 on high-risk stocks, \$268 on internet gambling, \$100 on slots and \$100 on casino tables. Additionally, certain trends were noticed towards citizens' attitudes towards gambling. The most common positive attitudes were that a casino provided employment, brought money to the community, and increased tourism. The negative attitudes were that casinos increased crime, policing costs and addictions (Mangham, Carney, Burnett, and Williams, 2005).

8.4 Columbus Ohio

Community Research Partners in Columbus, Ohio (population 831,734 in 2010) completed a major review in 2010 on the social impacts of casinos. The literature shows that the development of casinos has increased the population of problem gamblers and estimates that 2.7% of the U.S. population are problem gamblers and an additional \$28 million was needed annually and \$228 million during the total lifetime to support those due to their loss of employment, increase in unemployment and welfare benefits, poor physical and mental health and treatment. These costs will reoccur with each new generation. Their literature also states that revenues from casinos which are returned to the communities have for the most part been used for economic and physical developments rather than on social services. It was also noted that out of the 2.7% of pathological and problem gamblers there is a subgroup that have received social assistance payments, declared bankruptcy, have been incarcerated and received treatment for their mental health. They noted that through their studies, Stitt (2006) collected data on eight new casino communities and eight non casino communities and seven out of eight casino communities had increases in personal bankruptcies.

9.0 Financial Implications

The DNSSAB monitors the Ontario Works (OW) caseload trend on a monthly basis. While there are a host of factors that can affect changes in the trend, DNSSAB will continue to monitor the trend, including identifying any relationships between OW and economic and any new social variables such as casino gambling. Staff are attempting to secure caseload increase information attributable to casinos from other municipalities.

Unless DNSSAB and its social services partners secure a share of casino revenues, any increase in caseload will be managed from the existing budget and possible restraints will have to be put in place.

Research shows that municipal gambling revenue shares tend to be spent on infrastructure and economic development priorities and not social services.

The increase in employment opportunities resulting from the opening of the casino may not offset the cost of the potential rise in DNSSAB caseloads. This cost benefit imbalance could negatively impact the municipality if the available provincial funding and gambling revenues schemes fail to meet the increased demand for social services.

10.0 Communications

A copy of this report will be shared with the Board and staff as well as City of North Bay as soon as it is released. Media notifications will go out shortly thereafter. Requests for media interviews will be dealt with by the Board Chair and CAO. Invitations to the public and those who addressed North Bay Council on Aug 22, 2012 will be extended immediately following the public release of the staff report. This report will also be available on the DNSSAB website September 4, 2012.

11.0 Recommendations

Based on the research findings and analysis contained in this report, DNSSAB staff offer several recommendations for consideration by the Board. It should be noted that some recommendations involve only DNSSAB as the lead implementing agency which is the norm and straightforward. Other recommendations however require implementation leadership by the OLG and /or the future casino operator.

Recommendation 4 requires concerted negotiation and lobbying work on the part of Ontario Mayors whose communities host casino operations to significantly increase casino revenue sharing. This concept has not been discussed with the affected Mayors. DNSSAB staff offer to assist in organizing this necessary conversation with the affected Mayors and Queen's Park. Consideration should be given to retaining expert outside assistance to deal with both the political side (Queen's Park) and the staff and technical side (OLG, a Crown agency).

Recommendations 4, 5 and 6 contemplate a significantly improved revenue sharing arrangement for host municipalities. Together, these three recommendations propose some ideas as to where the revenues should be directed to 1) mitigate predicted social costs and 2) to benefit the community by meeting a pressing basic economic need – regarding job creation. Staff are of the opinion that this is an opportune time to open up a debate on revenue sharing as the Province and its agency, the OLG, are actively transforming gambling in Ontario. Clearly, the revenue sharing formula is on the table and under review and such opportunity ought to be seized by host municipalities collectively. It would indeed be inconsistent if the OLG says that it needs to fundamentally transform gambling in Ontario (e.g. removes slot parlours from race tracks and introduces internet gambling next year) yet maintain the status quo with respect to municipal revenue sharing.

The intent of **Recommendation 5** is to increase local jobs and ensure there are sufficient community benefits to offset the social and other costs as well as address a critical community priority that affects both the City and the DNSSAB. Admittedly, this recommendation involves into the City’s economic development program. This recommendation is carefully worded such that it *invites* the City of North Bay to *consider* a targeted economic development strategy/job creation program using a 5 % incremental casino revenue share. Owing to severe time constraints, staff at the City of North Bay has not been engaged in discussions about the merits of this particular economic development concept. There is no commitment on the City’s part to pursue this recommendation. The City and the Chamber of Commerce may generate other, better ideas as to how we can insure that the new casino provides critically needed and long lasting jobs and community benefits.

The chart below is identical to the chart in the Recommendation section on pages 1 and 2 at the front of this report. A third column has been added to provide the rationale for each recommendation.

#	Lead Responsibility	Recommendation	Rationale
1.	OLG/Casino Operator	Engage DNSSAB in casino staff recruitment by providing DNSSAB’s employment services with an opportunity to match social assistance clients to vacant casino positions.	Assist citizens who are on income assistance to secure employment
2.	OLG	Complete and share an environmental scan and share the findings of the counseling services that are available in the District of Nipissing who specifically address issues related to problem gambling as part of the next stage of the review process.	Prepare in advance for the predicted social problems

3.	OLG/Casino Operator	Complete and share comprehensive annual reports detailing the revenues that the City of North Bay and the community organizations receive relative to gross casino revenues.	Transparency and accountability of casino operators in explaining where the gambling money goes each year.
4.	Ontario Mayors of Cities Hosting a Casino	Mayors to collectively negotiate with the Province of Ontario to secure a 12% local share of revenues from casinos and OLG's new internet based gambling system commencing operations in 2013.	Greater revenue share is required in host communities to achieve community benefits and cover predicted social costs.
5.	City of North Bay	Consider placing 5% of 12% revenue share into a dedicated new North Bay Future Fund to pay for economic development attraction and retention activities and enticements. Fund to be overseen potentially by a new non-profit consortium comprised of City, Chamber of Commerce and other economic development interests.	Create tangible, needed and lasting community benefits focused on job creation.
6.	DNSSAB and Local Social Service Providers	Collaboratively develop a strategy to meet the social service program needs of problem gamblers using 2% of the 12% revenue share.	Mitigate predicted social costs and meet human needs.
7.	DNSSAB	Develop a mechanism to gathering data using a voluntary self-disclosure process that will assist DNSSAB staff with determining whether the anticipated increases in problem gambling associated with the opening of a local casino will result in an increase in social assistance applications.	Generate in-house data before and after casino opens for comparison purposes.
8.	OLG	Commission an independent longitudinal research program that comprehensively studies the social costs and economic benefits of the casino project before the casino is established to develop base line data and track the results after casino and new OLG internet gambling site are in operation.	Track the social costs and benefits before and during casino operations to better inform decision- making.

12.0 Conclusion

Views and opinions about casinos are diverse. Whether one is for or against a gambling centre, it is important that citizens understand the net social impacts and economic benefits it will have. One must remember that even though economic impacts rapidly accrue, social impacts take longer to manifest and are difficult to measure.

The dearth of supporting information makes it difficult to precisely determine whether expected positive economic and community benefits offset potential negative social costs both in human and dollar terms.

DNSSAB staff and the Board must stay current on the influences a casino will generate in our community and be ready to deal with the particulars of this proposal on a priority basis over the next two years to best meet the needs of our citizens.

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Appendix

Type A Gambler

	Type of gambler		Problem
	Low-risk	Moderate-risk	
		%	
Spent more than \$1,000	21	43	62
Spent more than wanted to			
Sometimes	52	64	30
Always/most of time	5 ^E	24	62
Bet more than could afford to lose			
Sometimes	14	44	47
Always/most of time	0	3 ^F	38
Gambling caused financial problems			
Sometimes	F	22	53
Always/most of time	0	F	17 ^E
Borrowed money or sold things to gamble			
Sometimes	5 ^E	18	39
Always/most of time	F	F	F

^E Use with caution

^F Too unreliable to be published.

Source: Statistics Canada, Canadian Community Health Survey, Cycle 1.2, 2002.

Type B Gambler

Within past 12 months (unless otherwise stated)	All gamblers	Type of gambler			Problem
		Non- problem	Low- risk	Moderate- risk	
Total	18,887	17,699	697	373	118
			%		
Fair or poor health	11	11	10	14	22 ^E
Alcohol dependence	3	2	7*	12*	15 ^E
Family problems from gambling	1	F	4 ^E	16*	49*
Gambling interfered with ability to do job**	57	55
High or extreme stress	24	23	27	21	42*
High distress level in past month	10	9	16*	17*	29*
Had ever had clinical depression	11	11	12	15	24 ^E

^E Use with caution.

* Statistically significant difference from the non-problem group (.05 level).

** Of those employed, which included roughly 90% of all gamblers aged 25 to 55.

... Not applicable.

Source: Statistics Canada, Canadian Community Health Survey, Cycle 1.2, 2002.

Characteristics of workers in gambling and non-gambling employment



Statistics
Canada

Statistique
Canada

Canada

	Gambling ¹		Non-gambling	
	1992	2010	1992	2010
	thousand			
Total employed	11	41	12,720	17,000
	%			
Sex				
Men	35	53	55	52
Women	65	47	45	48
Age				
15 to 34	57	42	45	36
35 and over	43	58	55	64
Education				
High school or less	66	43	57	39
Postsecondary certificate or diploma	21	35	27	35
University degree	13	23	16	26
Work status				
Full-time	60	81	81	81
Part-time	40	19	19	19
Provinces				
Atlantic provinces	8	5	7	6
Quebec	F	23	24	23
Ontario	28	37	39	39
Prairies	30	23	17	19
British Columbia	25	12	13	13
Class of worker				
Employee	99	99	85	84
Self-employed	F	F	15	16
<p>1. Employment at racetracks and 'casinos' (racetracks with slots and/or other gaming activities) is excluded. These activities are coded under 'spectator sports.'</p> <p>F too unreliable to be published.</p> <p>Source: Statistics Canada, Labour Force Survey.</p>				

Date Modified: 2011-09-23

Gambling revenues and profits



Statistics
Canada

Statistique
Canada

Canada

	Gambling revenue ¹		Gambling profit ²		Share of total revenue ³		Revenue per capita (18 and over) ⁴	
	1992	2009	1992	2009	1992	2008	1992	2009
	\$ millions (current)				%		\$	
Canada	2,734	13,752	1,680	6,634	1.9	4.4	130	515
Newfoundland and Labrador	80	204	42	108	2.3	2.6	190	490
Prince Edward Island	20	43	7	16	2.7	3.1	210	385
Nova Scotia	125	315	72	139	2.8	3.6	180	415
New Brunswick	117	220	49	133	2.7	2.9	210	360
Quebec	693	2772	472	1,400	1.8	3.4	130	440
Ontario	853	4713	529	1,713	1.9	4.9	105	455
Manitoba	153	641	105	306	2.5	5.2	185	685
Saskatchewan	62	675	39	331	1.1	5.2	85	855
Alberta	225	2,110	125	1,428	1.6	5.2	120	740
British Columbia	403	2,051	239	1,054	2.2	5.5	155	570
Yukon, Northwest Territories and Nunavut	5	10	1	6	0.3	0.3	80	120

1. Total revenue from wagers on all government-controlled gambling, such as lotteries, casinos and video lottery terminals (VLTs), minus prizes and winnings. Revisions to provincial estimates will occur in November 2011.

2. Net income of provincial governments from total gambling revenue, less operating and other expenses (see [Data sources and definitions](#)).

3. The 2008 share of total revenue calculation is based on 2008 gambling revenue and 2008 total provincial revenue. The 2009 provincial revenue will be available in November 2011.

4. Persons 18 and over were selected as this is the legal age of gambling in most provinces.

Sources: Statistics Canada, National Accounts, Public Institutions (Financial management statistics) and post-censal population estimates.

Date Modified: 2011-09-23

City of North Bay

Report to Council

Report No.: CSBU 2012 - 58

Date: July 25, 2012

Originator: Beverley Hillier, Manager, Planning Services
Rick Evans, Manager, Economic Development

Subject: North Bay Gaming Facility (Casino)

RECEIVED
CITY OF NORTH BAY

JUL 25 2012

CLERK'S DEPT.

RECOMMENDATION

That Report to Council No. CSBU 2012 - 58 regarding the North Bay Gaming Facility (Casino) be referred to the Community Services Committee for a Public Meeting to be held at a Special Meeting of Committee on August 22, 2012 at 6:00 p.m.

BACKGROUND

This report does not seek to analyze the pros and cons of a new gaming facility within the Community but rather set out some background information on gaming sites and the options available to Council to seek public input into the potential of a gaming site being located in North Bay.

On May 17th, 2012, the Ontario Lottery and Gaming Corporation (OLG) issued a Request for Information (RFI) to solicit input from the private sector regarding their interest in participating in the gaming industry. The Province is looking to modernize gaming in Ontario and is developing a multi-faceted strategy which includes revamping lotteries, adding an internet-based component and building new casino/gaming facilities. To accomplish these goals, the Province intends to open the gaming industry to the private sector. There are certain responsibilities the Province has stated they will be keeping. For example, the Province will remain responsible for client relations, maximum number of gaming positions and betting limits. However, capital construction and operation of facilities are planned to be turned over to the private-sector.

ANALYSIS / OPTIONS

Gaming Zones

The Request for Information put out by OLG contains maps identifying 29 "Gaming Zones" within the Province. The purpose of the Gaming Zones is to identify areas where a gaming facility could be located. Of the 29 defined zones, five are newly designated zones that are being considered for the establishment of new gaming facilities. OLG has undertaken an extensive process including customer analysis, geographic location and demographic review to determine specific areas to establish gaming facilities. The N5 zone is identified as one of the new five zones and identifies the City of North Bay, specifically, as a site for a new gaming facility.

This means should the City of North Bay express interest in hosting a gaming facility and should an appropriate private-sector partner emerge, North Bay would be the location of one of five new casinos/gaming facilities. The N5 zone allows for up to 300 slot machines and a yet to-be-determined number of table games.

Should the City of North Bay indicate we are not in favour of a gaming facility an alternate location will be explored.

Part of the regulations (Ont. Reg. 81/12) sets out specific requirements for the OLG and municipalities to follow before OLG will consider a new gaming facility in a new municipality. As part of these requirements the municipality must seek public input into the establishment of the proposed gaming site and provide to OLG, in writing, a description of the steps it took to do so and a summary of the public input it received.

In addition, to be considered as a site for a new gaming facility, the municipal Council must pass a resolution supporting the establishment of the gaming site in the municipality and give a copy of the resolution to the OLG.

Public Process

As mentioned, there is a requirement to seek public input into the establishment of a gaming facility within the community. There are a number of options available to Council that have been utilized in other communities including a virtual town hall (on-line forum/survey), social meeting and public meetings.

It is recommended Council hold a Public Meeting at a Special Meeting of Committee to obtain input from the public on the proposed gaming facility. In addition, information material will be posted online on the City's website and the public can submit written comments directly to the City Clerk.

A supplemental report will be prepared by Staff after the Public Meeting summarizing public input and providing Council with Staffs' opinion on various issues raised.

Timing

The OLG has indicated they require expressions of interest to be received by the beginning of October 2012 to be considered in their process. In order to meet this timeline, it is proposed the Public Meeting be held on August 22, 2012.

Option 1:

Do not seek public input into the proposed gaming facility.

This option is not recommended as it is not only important for Council to receive public input; the municipality must demonstrate to the OLG the public has had an opportunity for input.

Option 2:

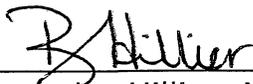
Seek public input into the proposed gaming facility through a Public Meeting. This option is recommended. It will give the public an opportunity to voice their opinion with respect to a gaming facility in North Bay. Seeking input from the public does not solidify a Council decision; however, it is required before Council can pass a Resolution either in support of, or not in support, of a new gaming facility in North Bay.

RECOMMENDED OPTION / FINANCIAL IMPLICATIONS

Option 2, is the recommended option.

That this report be referred to the Community Services Committee for a Public Meeting to be held at a Special Meeting of Committee on August 22, 2012 at 6:00 p.m.

Respectfully submitted,



Beverley Hillier, MCIP, RPP
Manager, Planning Services



Rick Evans
Manager, Economic Development

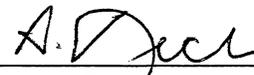
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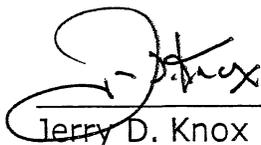
We concur with this report and recommendation.



Peter Chirico
Managing Director, Community Services



Peter E.G. Leckie
City Solicitor



Jerry D. Knox
Chief Administrative Officer

Personal designated for continuance: Manager, Planning Services
Manager, Economic Development

ENGINEERING & WORKS COMMITTEE

Monday, September 10, 2012

Page 1

Chairperson: Councillor Vrebosch

Vice-Chair: Councillor Koziol

Member: Councillor Campbell

Ex-Officio: Mayor McDonald

EW-2010-03

Report from A. Korell/J. Houston dated March 26, 2010 re Kate Pace Way west end bike route connection between Memorial Drive and Gormanville Road (R05/2010/KPWTR/WESTENDR).

ITEMS REFERRED BY COUNCIL FOR A REPORT

<u>DATE</u>	<u>ITEM</u>
March 29, 2005	Backflow Prevention Program survey of all industrial, commercial and institutional buildings (due September 2005) .
September 21, 2009	Review, update and consolidation of Noise By-Law (due June 30, 2010) .
March 8, 2010	Comprehensive Long-Term Financial Plan (due April 30, 2010) .
May 3, 2010	Track the net financial benefits created through increased assessment as a result of the Airport Industrial Community Improvement Plan sites being developed.
December 30, 2010	Quarterly report on progress of WSIB appeal, error corrections and cost projections for 2011.
January 24, 2011	Comprehensive review of City owned Lake Nipissing accesses.
July 4, 2011	Comprehensive Status Report relating to BCIP (due July 2014) .
August 2, 2011	Review of smoking at City facilities and commercial establishment patios.
August 15, 2011	Effectiveness of the Residential Rental Housing By-Law (due May 2013) .
July 16, 2012	Review of water and sewage rates for the dispensing facility on Patton Road (due March 2013) .