

REGION OF OTTAWA-CARLETON

REPORT

RÉGION D'OTTAWA-CARLETON

RAPPORT

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File/ Réf.	43-99-0123
DATE	12 June 2000
TO/ DEST.	Co-ordinator Planning & Environment Committee
FROM/ EXP.	Commissioner, Planning & Development Approvals
SUBJECT/ OBJET	<b>PUBLIC MEETING TO CONSIDER DRAFT REGIONAL OFFICIAL PLAN AMENDMENT 11 - RIDEAU-CARLETON RACEWAY SERVICE CONNECTIONS</b>

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### **DEPARTMENTAL RECOMMENDATION**

**That, subject to the public meeting, Planning and Environment Committee recommend that Council enact a by-law to adopt Regional Official Plan Amendment 11 to the 1997 Regional Official Plan, attached as Annex A to this report.**

### **PURPOSE**

This report presents proposed Amendment 11, the purpose of which is to allow the Rideau-Carleton Raceway to connect to central water and sanitary sewer services. Through a Ministerial zoning order, the Province of Ontario has permitted the installation and operation of slot machines at the raceway and enlargement of existing facilities on the site to accommodate the new use. The private well and sewage system at the raceway are inadequate in the long term for the increased servicing needs created by this expanded facility. Connection to central services is the best option for servicing the raceway.

The Region's Official Plan does not generally permit such connections in the rural area. Consequently, Rideau-Carleton Raceway Ltd. has applied to amend the Regional Official Plan to permit the Raceway to connect to a central water service east of its property and to extend a private sewer forcemain approximately 7.8 km to the west of its property to connect with the municipal sewer system. An Official Plan amendment is required to permit these service connections because the Region's Official Plan generally requires development in the rural area to proceed on the basis of private, individual services. In this case, a use has been approved on the site which cannot be supported by private services.

## BACKGROUND

Built in 1962, the Rideau-Carleton Raceway is a harness racing facility that includes a grandstand, restaurant, paddock and horse barns, and teletheatre - a televised wagering facility for horse racing events from other locations. The 64 hectare raceway site is located in the rural area of Gloucester fronting on the east side of Albion Road, south of High Road. (See Location Map opposite).

In December, 1998, the Minister of Municipal Affairs and Housing approved zoning orders under Clause 47(1)(a) of the *Planning Act* that applied to the Rideau-Carleton Raceway and racetracks in 12 other municipalities. These zoning orders have the effect of permitting the use of specified lands and buildings for slot machines and the expansion or construction of facilities for that purpose. The zoning orders followed a June, 1998 agreement between the Province of Ontario and the Ontario Horse Racing Industry Association to allow slot machines at racetracks. A subsequent agreement with 12 of the host municipalities in December, 1998 required that appropriate zoning for the slot machines be in place. This agreement was followed closely by the approval of the Ministerial zoning orders.

In July 1999, the City of Gloucester gave site plan approval to a renovation and expansion to accommodate the slot machines. The existing facility was expanded to accommodate 1,250 slot machines as well as a bingo hall, an entertainment centre and a new clubhouse - uses which were permitted under the established zoning. Site plan approval also entailed improvements to the private water and sanitary services on the site.

### ***Current servicing provisions***

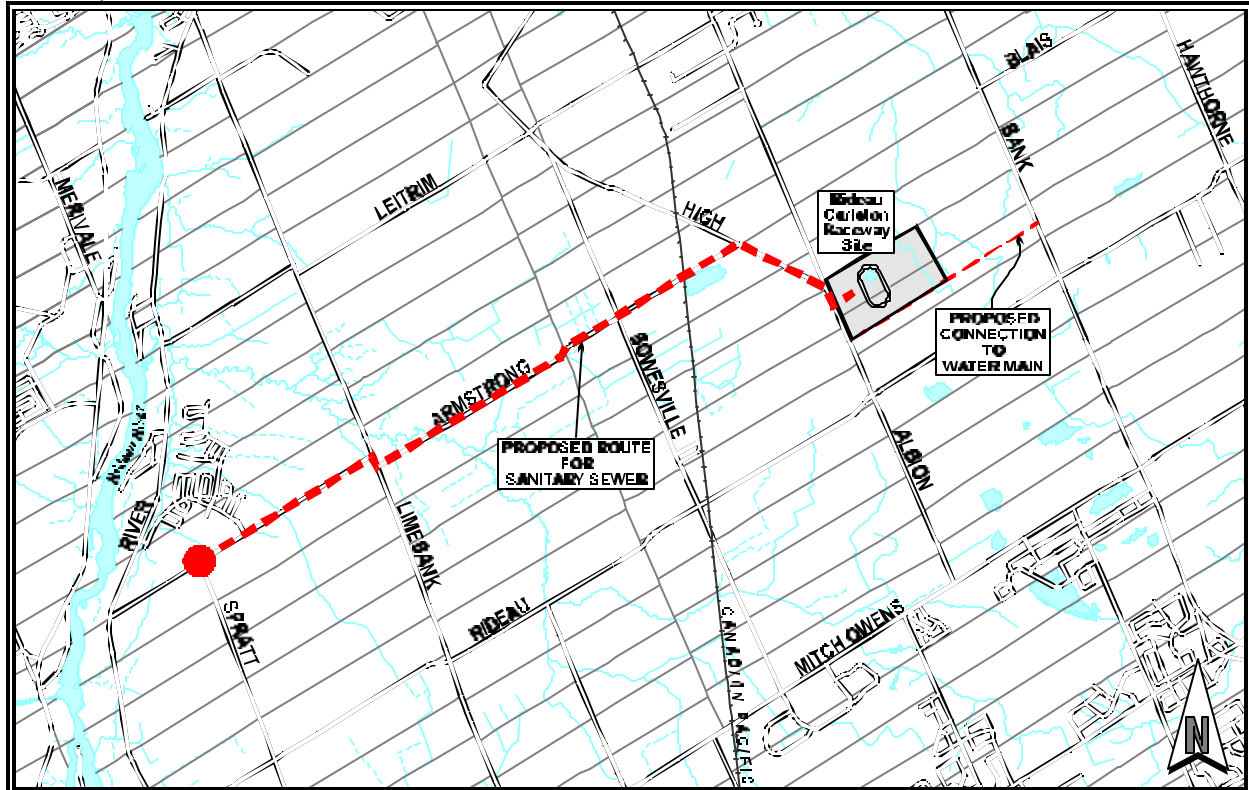
Water is provided by a private well and pump house serving all facilities on the site. Potable water and water used for fire protection are stored in separate tanks. Sewage disposal is provided by two systems of on-site septic tanks and tile fields. The main system, which serves the grandstand and casino, has an estimated capacity of 50,000 litres per day. The second system is smaller and serves the barns, cafeteria and administration buildings.

The projected average sewer flow of 266,000 litres per day is five times the capacity of the main system. The Ministry of the Environment (MOE) therefore approved construction of sewage holding tanks on the site and their use on an interim basis until alternate servicing arrangements can be made. Flows in excess of 50,000 litres per day at the site are currently hauled by truck to the R.O. Pickard Environmental Centre for treatment.

As a condition of its approval, the MOE required that a pumping station on the site and a sanitary sewer forcemain connection to the municipal sewer system be operational by January 1, 2001. At that time, the holding tanks would be decommissioned. The MOE's reason for this condition was that sewage

systems which use holding tanks do not constitute a sufficiently reliable system for dealing with raw sewage on an ongoing basis.

## Location Map



### *Proposed servicing provisions*

The proposed sewage connection is via a 7.8 km forcemain to be built within the right-of-way of Albion Road (Regional Road 25), High Road, Armstrong Road and Limebank Road connecting to a City of Gloucester sewer in the River Ridge subdivision near Armstrong Road and Spratt Road, as illustrated above. To meet the timelines imposed by the MOE, the applicant has applied for the forcemain to be a private sewer owned by the Rideau-Carleton Raceway.

Potential alternatives for handling sewage from this site include expansion of the on-site septic system and construction of a sewage treatment plant on site. The former poses many technical and hydraulic difficulties, including potential negative impacts on groundwater quality. Construction of a treatment plant is not possible because there is no reliable receiving stream for discharge of treated effluent.

Three alternative routes were considered for the central sewer connection. The recommended alternative involves an on-site pump station and a forcemain directing flows to the west along Armstrong Road to the central system in the vicinity of the River Ridge subdivision. Sewage flows from this

forcemain can be accommodated in the central system without displacing forecast growth in the area to 2021. However, the forcemain crosses Mosquito Creek and measures to mitigate any negative impacts will need to be developed later in the approval of detailed construction plans.

Alternatives to a piped water connection include continuing on the private well or hauling water to the existing on-site reservoir. Hauling is disruptive to the community and expensive. The private well is now providing the required supply and no adverse environmental impact is expected to occur on the nearby Leitrim wetlands. However, a program has been instituted to monitor the quantity and quality of groundwater in view of the potential for future, unforeseen impacts. In the long term, connection to piped water is considered more reliable as a source of potable water and eliminates the possibility of negative environmental impact.

The proposed water connection is via a private service connection along an easement to an existing water line in Bank Street owned by the Region. This water line was originally extended to South Gloucester to service existing homes and businesses where pollution of the groundwater posed a health problem. On this basis, only existing lots fronting on the water line are permitted a connection; no additional growth is permitted beyond the limits outlined in Table 14 of the Official Plan (210 dwelling units or equivalents).

The raceway requires an Official Plan Amendment to connect to this pipe because a connection requiring this volume of water is not reflected in the Region's Official Plan. There is sufficient capacity in this water line to meet the Rideau-Carleton Raceway's requirements for potable water. However, the private well and storage tanks now on the site will be used to provide the quantity of water needed for fire protection purposes.

## DISCUSSION

Section 10.3 of the Regional Official Plan states that development in the General Rural Area is to proceed on the basis of private services except in circumstances specified in the Plan. Central services are permitted in the rural area where a health problem arises and Regional Council determines central services, not correction of private services, are the best solution. Regional Council may also consider large-scale extensions to an entire village, following a comprehensive study.

An official plan amendment is therefore required to permit water and sewer service connections as applied for by the Rideau-Carleton Raceway. Considering the expanded scale of the Rideau-Carleton Raceway and recognizing the unique circumstances that have led to this expansion, it is considered necessary to permit central service connections. Therefore, this amendment introduces a policy exemption to the Regional Official Plan that permits these connections. Since the sewer connection is a

private service and the water service is a private connection, they will not be shown on Schedule H - Rural Servicing, which shows Regional infrastructure in the rural area.

As a private sewer forcemain, the question of its operation and proper maintenance needs to be addressed. In discussion with Gloucester staff, the preferred approach is to require the Rideau-Carleton Raceway to enter into an agreement, either with the City of Gloucester or the Region (New City), to ensure that construction standards are met as well as the future operation and maintenance of the sewer. Financial securities would also be required of the owner to ensure compliance with the terms of the agreement.

A related amendment to the Gloucester Official Plan was considered by Gloucester Planning Committee on June 6, 2000 and was recommended to Gloucester Council for approval.

#### COMMENTS FROM THE CIRCULATION

The application was circulated to agencies, municipalities, community groups and developers in the River Ridge subdivision, as well as all property owners along the proposed sewer forcemain route and the Bank Street water line. Responses were received from the Conservation Authorities Planning & Development Review Team (representing both Rideau Valley and South Nation), Trans-Northern Pipelines and the Ottawa Airport Authority (copies available at Corporate Resource Centre). None of these agencies had any objections. The Conservation Authorities will be reviewing the detailed design of the sewer forcemain crossing of Mosquito Creek to ensure protection of that waterway. Trans-Northern Pipelines notes that design and construction of the sewer forcemain must be in accordance with the National Energy Board Act since the sewer crosses an existing pipeline.

A letter was received from Mr. Joe Saab, a rural property owner on Bank Street, who had previously proposed a 30 lot residential subdivision on his property. As noted above, the Official Plan allows only existing lots along Bank Street a connection to the South Gloucester Water Extension. Mr. Saab's development proposal was to connect his proposed subdivision to this water line, but since it constituted growth beyond the limits of the Official Plan, it did not conform to this policy. Mr. Saab asks why the Raceway can be allowed a water connection when he was told there was no capacity.

#### **Response:**

Official Plan Policy 10.3.7 allows extensions of central services in the rural area to remedy health problems. Such extensions are not intended to promote growth-related development and for this reason the Official Plan limits connections to the Region's water line to existing lots. Furthermore, rural development proposals are required to be either on private services or communal/ central services, not both (Policy 10.3.3.3). This is to avoid situations where central water connections overload private septic systems causing them to fail. In certain circumstances exceptions to this policy can be made by amendment to the Official Plan such as with this application. Actual flow capacity in this water line is

sufficient to provide a potable water supply for the Raceway while not impacting the domestic supply for the approximately 210 existing properties along the South Gloucester Water Extension.

The Environmental Health Advisory Group (EHAG) expressed concerns about possible leakage of the sewer forcemain. They also question the capacity of the water system to handle the Rideau-Carleton Raceway connection.

**Response:**

Construction and maintenance requirements covered in the agreement with Rideau-Carleton Raceway will deal with the secure operation of this sewer forcemain. As noted above, there is adequate flow capacity in the water line.

CONSULTATION

Public notice of the proposed Regional Official Plan amendment was published in the *Ottawa Citizen*, *Le Droit*, and *Ottawa Sun* on 2 June 2000. In addition, notice of the public meeting was mailed to affected agencies, community associations and other interested parties. An Open House was held at the Leitrim arena to provide the community with details of the proposal and to respond to enquiries of interested residents.

FINANCIAL IMPLICATIONS

There are no financial implications associated with the service connections permitted by this Regional Official Plan amendment, since Rideau-Carleton Raceway will pay for all construction and future operating costs (to be established in the agreement).

CONCLUSION

An Official Plan amendment is required to permit this proposed connection to the central services in order to serve an expanded use that cannot be supported by private services in the long term. Amendment 11, attached as Annex A, introduces a new policy to Section 10.3 of the Regional Official Plan that permits the Rideau-Carleton Raceway to connect to central services.

*Approved by*  
*N. Tunnacliffe, MCIP, RPP*

NT/SM/

Attachment: Annex A - Draft Regional Official Plan Amendment 11

**DRAFT****AMENDMENT 11****OFFICIAL PLAN (1997) OF THE  
REGIONAL MUNICIPALITY OF OTTAWA-CARLETON****PURPOSE**

The purpose of Amendment 11 is to allow the Rideau-Carleton Raceway to connect to central water and sanitary sewer services in the rural area. Through a Ministerial zoning order, the Province of Ontario has permitted the installation and operation of slot machines at the raceway and enlargement of existing facilities on the site to accommodate the new use. The private well and sewage system at the raceway are inadequate in the long term for the increased servicing needs created by this expanded facility. Connection to central services is the best option for servicing the raceway.

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**BASIS*****Background***

Built in 1962, the Rideau-Carleton Raceway is a harness racing facility that includes a grandstand, restaurant, paddock and horse barns, and teletheatre - a televised wagering facility for horse racing events from other locations. The 64 hectare raceway site is located in the rural area of Gloucester between Albion Road and Bank Street, as shown on the Location Map below.

In December, 1998, the Minister of Municipal Affairs and Housing approved zoning orders under Clause 47(1)(a) of the *Planning Act* that applied to the Rideau-Carleton Raceway and racetracks in 12 other municipalities. The zoning orders have the effect of permitting the use of specified lands and buildings for slot machines and the expansion or construction of facilities for that purpose. The zoning orders followed an agreement in June, 1998 between the Province of Ontario and the Ontario Horse

Racing Industry Association to allow slot machines at racetracks. A subsequent agreement with 12 of the host municipalities in December, 1998 required that appropriate zoning for the slot machines be in place. This agreement was followed closely by the approval of the Ministerial zoning orders.

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### ***Current servicing provisions***

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As a condition of its approval, the Ministry required that a sewage pumping station on the site and a forcemain connecting it to the municipal sewer system be operational by January 1, 2001. At that time, the holding tanks would be decommissioned. The Ministry's reason for this condition was that sewage systems which use holding tanks do not constitute a sufficiently reliable system for dealing with raw sewage on an ongoing basis.

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Potential alternatives to connection to the central sewer system include expansion of the on-site septic system and construction of a sewage treatment plant on site. The former poses many technical and



hydraulic difficulties, including potential negative impacts on groundwater quality. Construction of a treatment plant is not possible because there is no reliable receiving stream for discharge of treated effluent.

Three alternatives were considered for connecting to the central sewer system. Sewage flows in a forcemain along the preferred alternative, west along Armstrong Road, can be accommodated in the central system without displacing forecast growth in the area to 2021. However, the forcemain crosses Mosquito Creek and measures to mitigate any negative impacts will need to be developed later in the approval of detailed construction plans.

Alternatives to a piped water connection include continuing on the private well or hauling water to the existing on-site reservoir. Hauling is disruptive to the community and expensive. The private well is now providing the required supply and no adverse environmental impact is expected to occur on the adjoining wetland. However, a program has been instituted to monitor the quantity and quality of groundwater in view of the potential for future, unforeseen impacts. In the long term, connection to piped water is considered more reliable as a source of potable water and eliminates the possibility of negative environmental impact.

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### ***Requirement for an Official Plan Amendment***

Section 10.3 of the Regional Official Plan states that development in the General Rural Area is to proceed on the basis of private services except in circumstances specified in the Plan. Central services are permitted in the rural area where a health problem arises and Regional Council determines central services, not correction of private services, are the best solution. Regional Council may also consider large-scale extensions to an entire village, following a comprehensive study.

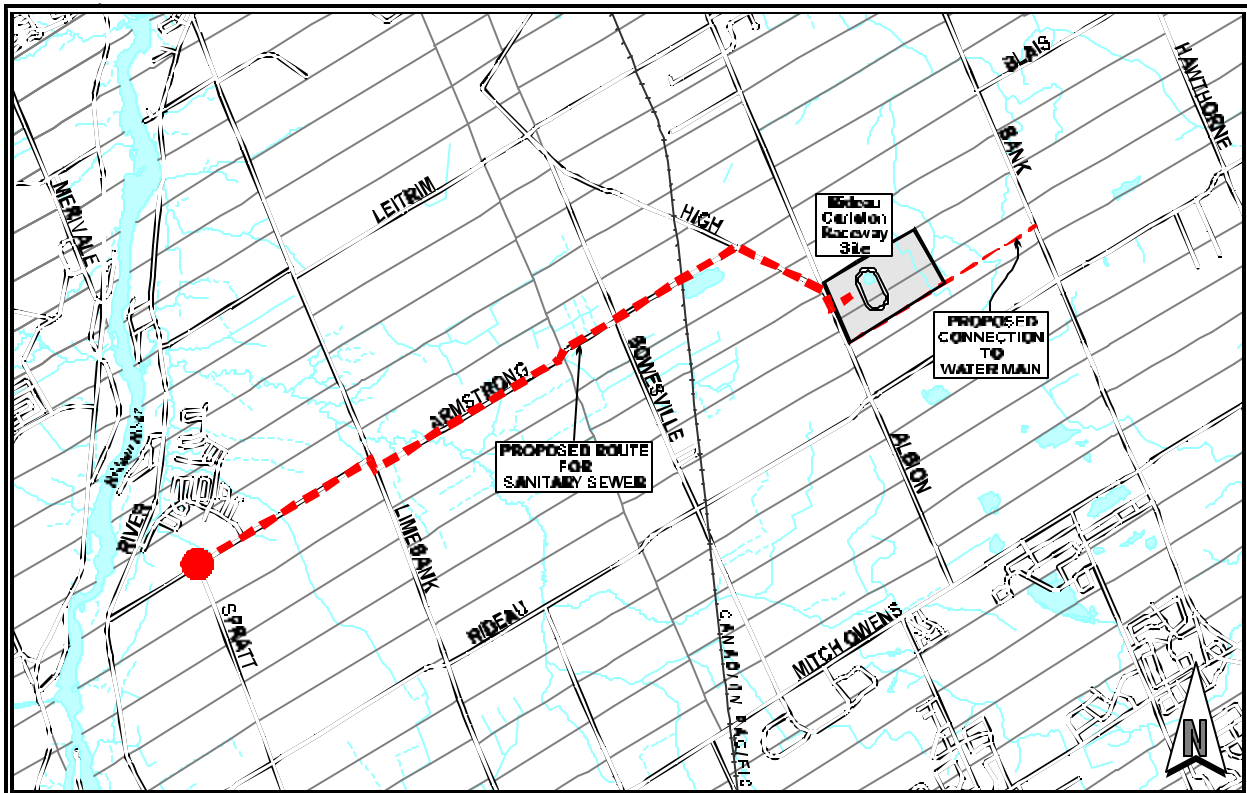
An official plan amendment is therefore required to permit water and sewer service connections for the Rideau-Carleton Raceway. Considering the expanded scale of the Rideau-Carleton Raceway and recognizing the unique circumstances that have led to this expansion, it is considered necessary to permit central service connections. Therefore, this amendment introduces a policy exemption to Section 10 of the Regional Official Plan that permits these connections. Since the sewer connection is a private service and the water service is a private connection, they will not be shown on Schedule H - Rural Servicing, which shows Regional infrastructure in the rural area.

## **THE AMENDMENT**

1. Section 10.3.3 is hereby amended by the addition of the following new policy:

- "5. Notwithstanding policies elsewhere in Section 10.3, permit sanitary sewer and water service connections for the Rideau-Carleton Raceway and Gaming Premises described as Part of Lots 23 and 24, Concession 4 (Rideau Front), City of Gloucester. The water service will be only for a potable water supply connecting to the South Gloucester Water Service, and the sewer connection for this site will be a private sanitary sewer forcemain connecting to the City of Gloucester sewer system."

## **Location Map**



Note: This is an information map and does not constitute part of Amendment 11.