

2. ZONING BY-LAW AMENDMENT – 4837 ALBION ROAD AND 4910 BANK STREET

MODIFICATION AU RÈGLEMENT DE ZONAGE – 4837, CHEMIN ALBION ET 4910, CHEMIN BANK

COMMITTEE RECOMMENDATIONS AS AMENDED

That Council:

1. Approve an amendment to Zoning By-law 2008-250 to define casino, and to amend Exception 528r for 4837 Albion Road and 4910 Bank Street by adding a hotel with a nine-storey height limit, permitting 55 gaming tables for a casino, and to put in place a holding provision (h symbol), as detailed in Documents 2, 3 and 4.
2. Direct staff to undertake community consultations for any future site plan control applications and that these consultations include public meetings organized by the applicant in collaboration with staff and the Ward Councillor, and which by request of another Ward Councillor, and by mutual agreement, may occur outside of the local ward.
3. Approve that prior to the submission of the zoning by-law to Council, the General Manager, Planning, Infrastructure and Economic Development confirm to the Mayor and Members of Council that a letter from Hard Rock Casino Ottawa has been received that provides a commitment from Hard Rock Casino Ottawa to work with staff, area Councillors and other land owners on improvements and infrastructure that assists in improving local traffic conditions. This commitment shall include continued discussions on the following items:

- a) A private driveway on Hard Rock Casino Ottawa lands to Bank Street;
 - b) A front ending of a portion of Earl Armstrong to Bank St (and/or constructing a driveway through the Earl Armstrong Alignment in lieu of a private driveway connection);
 - c) Working with the developers in Leitrim on front ending improvements of Bank Street;
 - d) Working with the City on front ending intersection improvements at Albion / Lester.
4. Direct that Transportation Services undertake an Area Traffic Management Study for Albion Road between Bank Street and Lester Road in 2019, notwithstanding the Council approved screening and prioritization process for ATM studies;
 5. Approve that the \$75,000 in funding for the Area Traffic Management Study set aside in 2011 be re-instated;
 6. Approve that an additional \$75,000 be provided to complete the study and that the associated costs for this study be derived from the City of Ottawa One Time Unforeseen account.
 7. That there be no further notice pursuant to Sub-Section 34 (17) of the *Planning Act*.

RECOMMANDATIONS DU COMITÉ TELLES QUE MODIFIÉES

Que le Conseil :

1. approuve une modification au Règlement de zonage 2008-250 afin de définir la notion de casino, de modifier l'exception 528r visant le 4837, chemin Albion et 4910, chemin Bank en ajoutant un hôtel d'une hauteur limitée à neuf étages, où seraient autorisées 55 tables de jeu dans le cadre d'une activité de casino, et de mettre en place une disposition d'aménagement différé (symbole h), comme l'exposent en détail les documents 2, 3 et 4;
2. demande au personnel de mener une consultation communautaire pour toute demande d'approbation du plan d'implantation à venir, consultation qui devra comprendre une assemblée publique organisée par le demandeur en collaboration avec le personnel et le conseiller du quartier et qui, à la demande d'un autre conseiller de quartier et par accord mutuel, pourra avoir lieu à l'extérieur du quartier visé.
3. approuve que, avant la présentation du règlement de zonage au Conseil, le directeur général de de la planification, de l'infrastructure et du développement économique confirme au maire et aux membres du Conseil que Hard Rock Casino Ottawa s'est engagée, par lettre, à collaborer avec le personnel, les conseillers du secteur et d'autres propriétaires fonciers pour apporter des améliorations et aménager des infrastructures visant à faciliter la circulation. Cet engagement devra comprendre la poursuite des pourparlers sur les points suivants :
 - a) Aménagement, sur le terrain de Hard Rock Casino, d'une entrée privée débouchant sur la rue Bank;
 - b) Début des travaux pour prolonger une partie du chemin Earl Armstrong jusqu'à la rue Bank (et/ou aménagement d'une

entrée traversant l'axe du chemin Earl Armstrong en remplacement d'une jonction avec une entrée privée);

- c) Collaboration avec les promoteurs du chemin Leitrim pour entamer des travaux d'amélioration sur la rue Bank;
 - d) Collaboration avec la Ville pour entamer des travaux d'amélioration à l'intersection Albion-Lester.
4. demande à la Direction générale des transports d'entreprendre, en 2019, une étude de la gestion de la circulation locale (GCL) sur le chemin Albion, entre la rue Bank et le chemin Lester, sans tenir compte du processus de sélection et d'établissement des priorités approuvé par le Conseil pour les études de la GCL.
 5. approuve que soit rétabli le budget de 75 000 \$ alloué à l'étude de la gestion de la circulation locale en 2011.
 6. approuve qu'un financement additionnel de 75 000 \$ soit alloué à l'étude et que les coûts connexes de cette étude soient portés au compte des dépenses imprévues et ponctuelles de la Ville d'Ottawa.
 7. Que, en vertu du paragraphe 34(17) de la Loi sur l'aménagement du territoire, qu'aucun nouvel avis ne soit donné.

DIRECTIONS TO STAFF:

1. That staff work with the Hard Rock proponent to input shuttle service information on the online OC Transpo transit planner
2. That staff include as part of the 2018-2022 Term of Council Governance Review consultations the issue of Members moving amendments to item at Committee (including through a proxy mover if they are not on the Committee) and then voting against the item as a whole at Council, and any mechanism to address Members' concerns with respect to this practice.

DIRECTIVES AU PERSONNEL:

1. Que le personnel travaille avec le consortium Hard Rock afin de saisir l'information sur le service de navette dans le planificateur de trajet en ligne d'OC Transpo.
2. Que, dans le cadre des consultations relatives à l'examen de la gouvernance du Conseil 2018-2022, le personnel incorpore la question des membres présentant des modifications à un point à l'ordre du jour à la réunion d'un comité (même par l'intermédiaire d'un mandataire s'ils ne siègent pas au comité) et qui votent contre le point dans son ensemble à la réunion du Conseil municipal, et tout mécanisme visant à aborder les inquiétudes des membres quant à cette pratique.

DOCUMENTATION/DOCUMENTATION

1. Director, Economic Development and Long Range Planning, Planning, Infrastructure and Economic Development Department report dated April 20, 2018 (ACS2018-PIE-EDP-0021)

Rapport du Directeur, Développement Économique et Planification à long terme, Direction générale de la planification, de l'infrastructure et du développement économique, daté le 20 avril 2018 (ACS2018-PIE-EDP-0021)

2. Extract of draft Minutes, Agriculture and Rural Affairs Committee, 3 May 2018.

Extrait de l'ébauche du procès-verbal, Comité de l'agriculture et des affaires rurales, le 3 mai 2018.

**AGRICULTURE AND RURAL
AFFAIRS COMMITTEE
REPORT 34
9 MAY 2018**

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**COMITÉ DE L'AGRICULTURE ET
DES AFFAIRES RURALES
RAPPORT 34
LE 9 MAI 2018**

**Report to
Rapport au:**

**Agriculture and Rural Affairs Committee
Comité de l'agriculture et des affaires rurales
3 May 2018 / 3 mai 2018**

**and Council
et au Conseil
9 May 2018 / 9 mai 2018**

**Submitted on 20 April 2018
Soumis le 20 avril 2018**

**Submitted by
Soumis par:
John Smit,**

Director / directeur

**Economic Development and Long Range Planning / Développement économique
et Planification à long terme**

Contact Person / Personne ressource:

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Ward: OSGOODE (20)

File Number: ACS2018-PIE-EDP-0021

SUBJECT: Zoning By-law Amendment – 4837 Albion Road and 4910 Bank Street

**OBJET: Modification au Règlement de zonage – 4837, chemin Albion et
4910, chemin Bank**

REPORT RECOMMENDATIONS

- 1. That Agriculture and Rural Affairs Committee recommend Council approve an amendment to Zoning By-law 2008-250 to define casino, and to amend Exception 528r for 4837 Albion Road and 4910 Bank Street by adding a hotel with a nine-storey height limit, permitting 55 gaming tables for a casino, and to put in place a holding provision (h symbol), as detailed in Documents 2, 3 and 4.**
- 2. That Agriculture and Rural Affairs Committee approve the Consultation Details Section of this report be included as part of the 'brief explanation' in the Summary of Written and Oral Public Submissions, to be prepared by the City Clerk and Solicitor's Office and submitted to Council in the report titled, "Summary of Oral and Written Public Submissions for Items Subject to Bill 73 'Explanation Requirements' at the City Council Meeting of 9 May 2018 subject to submissions received between the publication of this report and the time of Council's decision.**

RECOMMANDATIONS DU RAPPORT

- 1. Que le Comité de l'agriculture et des affaires rurales recommande au Conseil d'approuver une modification au Règlement de zonage 2008-250 afin de définir la notion de casino, de modifier l'exception 528r visant le 4837, chemin Albion et 4910, chemin Bank en ajoutant un hôtel d'une hauteur limitée à neuf étages, où seraient autorisées 55 tables de jeu dans le cadre d'une activité de casino, et de mettre en place une disposition d'aménagement différé (symbole h), comme l'exposent en détail les documents 2, 3 et 4;**
- 2. Que Comité de l'agriculture et des affaires rurales donne son approbation à ce que la section du présent rapport consacrée aux détails de la consultation soit incluse en tant que « brève explication » dans le résumé des observations écrites et orales du public, qui sera rédigé par le Bureau du greffier municipal et de l'avocat général et soumis au Conseil dans le rapport intitulé « Résumé des observations orales et écrites du public sur les**

questions assujetties aux 'exigences d'explication' aux termes du projet de loi 73 », à la réunion du Conseil municipal prévue le 9 mai 2018, à la condition que les observations aient été reçues entre le moment de la publication du présent rapport et le moment de la décision du Conseil.

EXECUTIVE SUMMARY

Assumption and Analysis

Hard Rock Casino Ottawa wishes to create a diversified entertainment venue at the existing casino, located at the Rideau Carleton Raceway and Slots at 4837 Albion Road. New construction would include an expanded casino and entertainment space of approximately 52,000 square metres in gross floor area. In addition to the expanded casino, it would include a 2,500-seat theatre for live shows, restaurants, a 200-room hotel and an above-grade parking garage for up to 1,200 cars. This would occur in three phases: Phase 1 has already occurred with the opening of 35 gaming tables previously approved as an exception provision under the current zoning and by the Committee of Adjustment. Phase 2 would occur in 2019 with the addition of new restaurants, the theatre, 20 additional gaming tables and an additional 750 slot machines (currently the Casino has 1250 slot machines). Phase 3, the hotel and parking garage, will occur in 2023.

The current RC4 [528r] H(15) zoning permits a casino, as well as a place of assembly, fairground, sports arena limited to a horse racing track, amusement center limited to a bingo hall, restaurant, and retail store limited a flea market. The gaming facilities are limited to slot machines and 35 gaming tables. The requested Zoning By-law amendment would define "casino", amend Exception 528r by adding a hotel use, permit 55 gaming tables within the exception, add a schedule for height and put in place holding provisions that will define matters to be further addressed through the site plan approval process. The height limit for the hotel will be expressed as a geodetic elevation of 151.79 metres above sea level within the Zoning By-law amendment. This generally corresponds to a height of 33.5 metres, which can accommodate a building with a height of nine stories.

Public Consultation/Input

Notification and public consultation was undertaken beyond the requirements set out in the Public Notification and Consultation Policy approved by City Council for Zoning By-law amendments, given that the proposal will be a City-wide facility. Notice of the application was expanded from the *Planning Act* requirements of 120 metres to 900 metres to reach more local residents. A public consultation web page (ottawa.ca/RCRgaming) was also created to provide information on the application, including next steps, the approval process and target timelines. Further, Hard Rock Casino Ottawa advertised and hosted public consultation sessions on March 7 at the Orchard View Conference Centre in Greely and March 19 at the RA Centre in Ward 17.

A total of 160 residents have provided comments and/or their contact information to the City by filling in comment sheets, sending an email or signing in at the open houses. Of that number, two individuals were opposed, 130 requested to be kept informed, 19 had questions or concerns, and nine expressed support for the proposal.

Positive comments have mainly been about employment opportunities, economic impacts, the expanded facility, and the service provider's reputation and brand. Opposition or concerns mainly related to traffic impacts, the scale and impacts to local residents, and the open house meeting format.

RÉSUMÉ

Hypothèse et analyse

L'administration du Hard Rock Casino Ottawa souhaite créer un lieu de divertissement polyvalent au casino existant, c'est-à-dire la salle de machines à sous et l'hippodrome Rideau-Carleton, au 4837, chemin Albion. La nouvelle construction abriterait un casino plus vaste et une salle de divertissement d'une superficie d'environ 52 000 mètres carrés. Outre l'agrandissement du casino, le projet consisterait à aménager une salle de spectacle de 2 500 places, des restaurants, un hôtel de 200 chambres ainsi qu'un parc de stationnement au-dessus du niveau du sol pouvant contenir jusqu'à 1 200 véhicules. Ce projet serait mené en trois étapes : la phase 1 a déjà été réalisée avec l'installation de 35 tables de jeu approuvée en tant que disposition d'exception en vertu du zonage actuel et par le Comité de dérogation. La phase 2 se déroulerait en 2019 et consisterait à aménager de nouveaux restaurants, la salle de spectacle, 20 tables de jeu

supplémentaires et 750 machines à sous supplémentaires (le casino dispose actuellement de 1 250 machines à sous). La phase 3, c'est-à-dire la construction de l'hôtel et du garage de stationnement, est prévue en 2023.

Le zonage RC4 [528r] H(15) actuel autorise un casino, un lieu de rassemblement, un champ de foire, un établissement sportif limité à un hippodrome, une salle de jeux limitée à une salle de bingo, un restaurant et un magasin de détail limité à un marché aux puces. Les établissements de jeu sont limités aux machines à sous et à 35 tables de jeu. La modification au Règlement de zonage demandée permettrait de définir la notion de « casino », modifierait l'exception 528r en ajoutant une utilisation d'hôtel, permettrait la présence de 55 tables de jeu en vertu de l'exception, ajouterait une annexe de hauteur et mettrait en place des dispositions d'aménagement différé qui définiraient des questions devant être abordées dans le cadre du processus d'approbation du plan d'implantation. La limite de hauteur de l'hôtel sera exprimée dans la modification au Règlement de zonage en tant que hauteur géodésique de 151,79 mètres au-dessus du niveau de la mer, ce qui correspond généralement à une hauteur de 33,5 mètres ou un bâtiment de neuf étages.

Consultation publique et commentaires

Les membres du public ont été avisés et consultés au-delà des exigences de la politique sur les avis publics et les consultations publiques approuvée par le Conseil municipal pour les modifications au Règlement de zonage, compte tenu du fait qu'il s'agira d'une installation de portée municipale. La portée de diffusion de l'avis portant sur cette demande, prévu par la *Loi sur l'aménagement du territoire*, a été élargie pour passer de 120 à 900 mètres, dans le but d'atteindre davantage de résidents du secteur. Une page Web sur la consultation publique (ottawa.ca/RCRgaming) a également été créée afin d'afficher de l'information relative à cette demande, notamment sur les prochaines étapes, le processus d'approbation et l'échéancier prévu. Par ailleurs, le Hard Rock Casino Ottawa a annoncé et tenu des séances de consultation publique le 7 mars au Centre de conférences Orchard View de Greely et le 19 mars au Centre RA du quartier 17.

Au total, 160 résidents ont fait part de leurs commentaires ou ont fourni leurs coordonnées à la Ville en remplissant des fiches de commentaires, en transmettant un courriel ou en s'inscrivant à leur arrivée aux réunions portes ouvertes. Deux d'entre eux étaient opposés au projet, 130 ont demandé à être tenus informés, 19 ont posé des questions ou manifesté des préoccupations, et neuf ont exprimé leur soutien à l'égard de la proposition.

Les commentaires positifs concernaient essentiellement les possibilités d'emploi, les répercussions économiques, l'agrandissement de l'installation ainsi que la réputation et l'image de marque du prestataire de service. Les commentaires d'opposition ou de préoccupation avaient trait, d'une manière générale, aux répercussions sur la circulation, à l'échelle du projet et à son incidence sur les résidents du secteur et au format de séance portes ouvertes des réunions.

BACKGROUND

Learn more about [link to Development Application process - Zoning Amendment](#)

For all the supporting documents related to this application visit the [link to Development Application Search Tool](#).

Site location

4837 Albion Road and 4910 Bank Street

Owner

Rideau Carleton Raceway Holdings Limited

Applicant

Novatech, on behalf of Hard Rock Casino Ottawa

Architect

SOSH Architects

Description of site and surroundings

The subject site is the location of the Rideau Carleton Raceway and Slots. It also includes the property at 4910 Bank Street, which is currently vacant. The whole lot, shown in Document 1, measures approximately 84.6 hectares (209 acres), but was subject to a conditionally-approved severance application in 2017 to divide the lands. The raceway and casino will be located on approximately 40.5 hectares (100 acres) with 542 metres of frontage on Albion Road, as shown in Document 3 as Areas A, B and D. The retained lands are shown as Area C. Hard Rock Casino Ottawa has leased Areas A, B and D. Area C will remain in the full ownership of the Rideau Carleton Raceway Holdings Limited. The primary access to the site is via the signalized intersection on Albion Road, and there are two other accesses to Albion Road.

North of the site is the Leitrim Wetland Complex. South of the site are lands used for agriculture and for mineral extraction. East of the site are the retained lands of the

above-noted severance application. These lands house the stables associated to the horseracing track. Further east are lands used for mineral extraction (licensed limestone quarries). West of the site is Falcon Ridge Golf Course. There are residential properties along Albion Road adjacent to and north and south of the subject lands.

Summary of requested Zoning By-law amendment proposal

Novatech, on behalf of Hard Rock Casino Ottawa, has applied for a Zoning By-law amendment to create a diversified entertainment venue at the existing casino, located at the Rideau Carleton Raceway and Slots. New construction would include an expanded casino and entertainment space of approximately 52,000 square metres in gross floor area. In addition to the expanded casino, Hard Rock Casino Ottawa plans a 2,500-seat theatre for live shows, restaurants, a 200-room hotel and an above-grade parking garage for up to 1,200 cars. This would occur in three phases: Phase 1 has already occurred with the opening of the previously approved gaming tables. Phase 2 would occur in 2019 with the addition of new restaurants, the theatre, 20 additional gaming tables and an additional 750 slot machines. Phase 3, the hotel and parking garage, will occur in 2023.

The site is currently zoned [Rural Commercial](#), Subzone 4, Rural Exception 528 with a maximum height of 15 metres (RC4[528r] H(15)) and [Environmental Protection Subzone 3](#) (EP3).

The current RC4 [528r] H(15) zoning permits a casino, as well as a place of assembly, fairground, sports arena limited to a horse racing track, amusement centre limited to a bingo hall, restaurant, and retail store limited a flea market. The gaming facilities are limited to slot machines and 35 gaming tables. The zoning also states that no new buildings are permitted to be constructed on the site except for the casino use.

The Zoning By-law amendment would define “casino”, amend Exception 528r by adding a hotel use, permit 55 gaming tables within the exception, add a schedule for height and make the development subject to holding provisions denoted by an “h” holding symbol. The height limit for the hotel is proposed to be expressed as a geodetic elevation of 151.79 metres above sea level within the Zoning By-law amendment. This generally

corresponds to a height of 33.5 metres, which can accommodate a building with a height of nine stories.

Brief history of proposal

Rideau Carleton Raceway Limited (RCR) has operated the Rideau Carleton Raceway Entertainment Centre and standard-bred racing since 1962. As a result of a Minister's Zoning Order, gaming slot machines have been permitted at the Rideau Carleton Raceway since 1998.

With respect to current operations at the Rideau Carleton Raceway (RCR), in March 2011, City Council approved the addition of 21 gaming tables to the facility as a two-year pilot project. Council approved the zoning for this addition on June 22, 2011. Although approved, the Ontario Lottery and Gaming Corporation (OLG) did not install gaming tables.

In 2010, the Government of Ontario directed the OLG to complete a comprehensive review of the province's lottery distribution network and land-based gaming facilities. The result was a report called [Modernizing Lottery and Gaming in Ontario](#), released in March of 2012.

The OLG then initiated a three-step competitive process to select private sector companies and/or consortia to develop or redevelop gaming operations in 29 designated zones in Ontario. The Ottawa Area Gaming Zone, being Zone E4 which includes most of the City Ottawa, as well as parts of neighbouring municipalities (see Document 7). Only one gaming entertainment centre is permitted in each zone.

The process timelines followed by the OLG were as follows:

1. Request for Information (RFI): published May 17, 2012, and closed July 4, 2012
2. Request for Pre-Qualification (RFPQ): released on June 2, 2016 and closed August 4, 2016
3. Request for Proposal (RFP): released October 22, 2016 and closed February

9, 2017

Ottawa City Council considered a number of reports and made a number of decisions regarding the City of Ottawa's participation in the OLG's process and site selection, including contribution agreements (one a replacement agreement for the slots at the RCR and another for a future expanded facility following the RFP process), for a gaming facility within the City of Ottawa.

Each of these reports and decisions were predicated on continued gaming at the Rideau Carleton Raceway and Slots. With specific reference to the City of Ottawa participation in the OLG RFP process, City Council on August 28, 2013, approved the following recommendation:

That City Council direct the Mayor of the City of Ottawa to inform the Ontario Lottery Gaming Corporation (OLG) that the City will take part in the OLG's RFP process as a "host city" for a gaming facility on the understanding that the only location acceptable to the City of Ottawa for an expanded gaming facility is the current location at the Rideau Carleton Raceway, with the current allocation of 1250 slots and the approved expansion for 21 gaming tables.

On May 15, 2017, OLG announced the results of its RFP process, and that it had selected HR Ottawa, LP (known as "Hard Rock Casino Ottawa") as the service provider for the Ottawa Area Gaming Zone. The Hard Rock Casino Ottawa partnership consists of HR LP Investor Inc. (owned by Hard Rock International) and RCR Investor Inc. (owned by Rideau Carleton Raceway Holdings Limited). The gaming facility would be located at the Rideau Carleton Raceway and Slots (4837 Albion Road).

In selecting Hard Rock Casino Ottawa as the service provider for Zone E4, OLG set a limit on the number of slots at 2000 and the number of gaming tables at 100. These numbers are set out in an agreement between Hard Rock Casino Ottawa and OLG with a term of 20 years.

The announcement also noted that Hard Rock Casino Ottawa will undertake a multi-phase construction process to transform the current OLG Slots at Rideau Carleton Raceway into an upgraded entertainment and gaming destination in Eastern Ontario.

Hard Rock Casino Ottawa noted in the announcement that they “plan to potentially invest more than \$320 million to create an electrifying, integrated entertainment destination, leading to the potential creation of more than 1,900 construction-related jobs and 2,000 direct and indirect ongoing jobs and opportunities for the Ottawa community.”

To satisfy requirements of Ontario Regulation 81/12, specifically, required municipal actions under Subsection 2(2)3.i and Subsection 2(2)3.ii of Ontario Regulation 81/12: *Requirements for Establishing a Gaming Site* (“O. Reg. 81/12”), Council considered a report in September 2017. This report effectively enabled Hard Rock Casino Ottawa to take over operations at the Rideau Carleton Raceway and introduce the previously-approved gaming tables. In November 2017, the number of gaming tables was increased to 35 by a decision of the Committee of Adjustment

The details of the September 2017 Council decision can be found in Document 8. Following that, City Council advised OLG by letter that the requirements of Regulation 81/12 were met for the Rideau Carleton Raceway and Slots to be the site for enhanced gaming, addressing recommendation 1 of the September decision. Hard Rock Casino Ottawa subsequently took over the operations of the Rideau Carleton Raceway and Slots and is in the process of opening the 35 previously-approved gaming tables within the existing facility.

The September 2017 report to provide for Council to satisfy the requirements of Ontario Regulation 81-12 prior to Hard Rock Casino Ottawa taking over operations of the Rideau Carleton Raceway noted for information that the August 2013 Council approved undertaking for future Actions as Document 3 to the September 2017 report. Recommendation 2 of these future actions approved in August 2013 relates to public health measures to curtail problem gambling and Recommendation 5 references an Ottawa Board of Health report from 2013. OLG and Hard Rock Casino Ottawa have worked together to develop initiatives to address problem gambling and reduce harms. Public health matters were discussed at the April 16, 2018, Board of Health meeting, and the members of the Board of Health have recommended that Council approve a four point plan for reducing harms from gambling, as outlined in the report by Public Health staff. It is further noted that OLG presented to the Board of Health on April 16,

2018 to highlight initiatives that OLG is advancing to address issues related to problem gambling, such as Play Smart, a responsible gaming program.

Recommendation 4 of the directions approved in August 2013 relates to reporting to Finance and Economic Development Committee (FEDCO) on the economic and social impacts. Hard Rock Casino Ottawa has submitted an Economic Impact Analysis, prepared by Shore-Tanner and Associates, in support of the proposal. Economic Development staff are having this study peer reviewed and will distribute the findings to FEDCO on May 1, 2018.

Recommendation 3 included in the directions approved in August 2013 focus on transportation matters which are addressed later in this report. To fully respond to these requires a level of detail, which will accompany a future application for site plan control. Where appropriate, the site plan approval will set out conditions related to implementation. The direction for a connection to Bank Street depends on the outcome of the recently-initiated Earl Armstrong Environmental Assessment (EA) to determine the best alignment for this road. Securing any accelerated road works offered by Hard Rock Casino Ottawa would be described and conditioned within the development agreement. To ensure the various transportation matters will be more fully addressed through the site plan review and approval process, the transportation matters are captured within the holding provisions contained in Document 2. These matters are more fully discussed later in the report under the following headings: Traffic and Parking, Bank Street access, Accelerating road projects, Funding a Neighbourhood Traffic Management Plan for Blossom Park and Transit and Shuttles.

DISCUSSION

Public consultation

Notification and public consultation was undertaken beyond the requirements set out in the Public Notification and Consultation Policy approved by City Council for Zoning By-law amendments, given that the proposal will be a City-wide facility. Notice of the application was expanded from the *Planning Act* requirements of 120 metres to 900 metres to reach more local residents.

Also, a public consultation web page (ottawa.ca/RCRgaming) was created to provide information on the application, including next steps, the approval process and target timelines. It also provided directions on how to submit comments or make a presentation to the Agriculture and Rural Affairs Committee (ARAC).

Further, Hard Rock Casino Ottawa advertised and hosted public consultation sessions on March 7 at the Orchard View Conference Centre in Greely and March 19 at the RA Centre in Ward 17. Approximately 200 people attended the open house on March 7. Councillors Darouze, Moffatt, Deans, Qaqish and Qadri attended. Representatives from the South Keys Greenboro Community Association also attended. Approximately 60 people attended the open house on March 19. Councillors Darouze, Deans, Qaqish, Qadri, Egli, Brockington and McKenney were present. Representatives from the South Keys Greenboro Community Association and Emerald Woods Residents Association also attended.

In total, at the time of writing this report, 160 residents have provided comments and/or their contact information to the City by filling in comment sheets, sending an email or signing in at the open houses. Of that number, two individuals were opposed, 130 requested to be kept informed, 19 had questions or concerns, and nine expressed support for the proposal.

Positive comments have mainly been about employment opportunities, economic impacts, the expanded facility, and the service provider's reputation and brand. Opposition or concerns mainly related to traffic impacts, the scale and impacts to local residents, and the open house meeting format.

For this proposal's consultation details, see Document 5 of this report.

Official Plan designations

Official Plan Amendment 150 (OPA 150) was approved by Council in 2013 and is currently under appeal. This Zoning By-law amendment application was reviewed with respect to the Official Plan, as amended by OPA 150; however, it does not rely specifically on any of the amendments introduced by it.

The property is designated General Rural Area and Significant Wetlands on [Schedule A](#) of the City of Ottawa [Official Plan](#).

The Official Plan, Section 3.6.7, also recognizes the site as a Major Urban Facility by a site-specific policy. Policy 4 of Section 3.6.7 states:

Notwithstanding the above policies requiring Major Urban Facilities to locate in the urban area, in order to recognize the Rideau Carleton Raceway and Slots facility, located on lands legally described as part of the South Half of Lot 24, Concession 4, Rideau Front, Gloucester, being Parts 5 and 11 on Plan 4R-15731; Parts of lots 23 and 24, Concession 4, Rideau Front, Gloucester, being Part 2 on Plan 4R-15731; and consolidation of various properties: Part of lot 24, Concession 4, Rideau Front, Gloucester, Being parts 3, 4, 6, and 7 on Plan 4R-15731, an exhibition grounds for the viewing of horse racing, gaming premises as defined in the *Gaming Control Act* and related uses are also permitted in addition to those uses permitted in the General Rural Area designation, in this location.

Policy 6 of Section 3.6.7 notes that transportation impacts, compatibility and design matters will be considered for an expansion to an existing urban facility.

Policy 8 states that when considering an amendment to the Zoning By-law or other planning applications to expand an existing Major Urban Facility, the City will determine:

- a. Minimum/maximum site area requirements;
- b. Maximum density, building height and setback requirements;
- c. The provision of adequate on-site parking;

- d. Traffic circulation patterns, including pedestrian, cyclist, transit and vehicles;
- e. The adequacy of existing water, waste water and stormwater services;
- f. The provision of landscaping and buffering;
- g. How the provisions of Section 4.3 regarding development at transit stations have been met.

Policy 9 requires that the implications of the long-term expansion needs of a Major Urban Facility with respect to the matters in policy 8 above be identified to ensure that the means to address and mitigate the impacts of the Major Urban Facility on the surrounding community and natural features are taken into account.

Policy 10 addresses considerations for an amendment to the Zoning By-law to permit ancillary uses on the same site as Major Urban Facilities.

Section 4.8.6 of the Official Plan includes policies related to land use constraints in the vicinity of the Ottawa International Airport. The property at 4837 Albion Road is within the Airport Vicinity Development Zone as shown on Schedule K of the Official Plan and subject to Land Use Constraints Due to Aircraft Noise, as shown on Annex 10.

There are lands within 300 metres of the subject site designated Sand and Gravel Resource Area on Schedule A. Development may occur within the area of potential impact when an impact assessment study demonstrates that the mineral aggregate operation, including future expansion in depth or extent, will not be affected by the development. Conditions to ensure adequate buffering and/or separation between the new use and the mineral aggregate area may also be imposed.

Schedule G, Rural Road Network, identifies both Albion Road and Bank Street as arterials roads. Under Annex 1, Albion Road in this location has a right-of-way protection of 30 metres. Bank Street between the urban area limit and Rideau Road has a right-of-way protection of 44.5 metres. Schedule G also shows the conceptual but undefined alignment of the extension of Earl Armstrong north of the subject lands. Schedule J shows that Albion Road in front of the site is an on-road cycling route and

Bank Street is a Scenic Entry Route. OPA 150 amends Schedule J to show Albion Road as a cycling Spine Route.

Other applicable policies and guidelines

The site is not located within a Design Priority Area, and thus would not be a candidate for review by the Urban Design Review Panel. The objectives within Urban Design – a Reference Guide to Creating Great Place and Great Spaces encourage design approaches to promote quality development, enhance safety and accessibility, and respect established character.

Planning rationale

Context

As noted in the background, the Zoning By-law amendment defines “casino”, amends Exception 528r by adding a hotel use, expands the permitted number of gaming tables to 55, adds a schedule for height and makes the development subject to holding provisions to set out matters to be addressed as part of the required site plan approval process for the development. The current zoning does not include a hotel as a permitted use and sets in place a height limit of 15 metres. Currently, the zoning limits the number of gaming tables to 21 (although this limit was increased to 35 through a Committee of Adjustment approval given on November 24, 2017). The current zoning permits a place of assembly, which has been interpreted to allow venues for live performances. To provide clarity, theatre will be included specifically as a permitted ancillary use within the proposed casino definition. The existing zoning currently permits all the other elements that would be part of the proposed expansion, namely the increase in slot machines and restaurant uses.

The assessment of the Zoning By-law amendment is focused on these elements, and the various support studies have been considered with respect to these elements. As part of the application for site plan control, the studies will be updated to reflect the full expansion plans. The recommended holding provisions provide terms for the updated studies.

Planning Act

The *Planning Act* requires that all City planning decisions be consistent with the Provincial Policy Statement (PPS), as the document that provides policy direction on matters of provincial interest related to land use development.

Provincial Policy Statement

Staff have reviewed this proposal and have determined that it is consistent with the Provincial Policy Statement, 2014.

Conformity with Official Plan and Urban Design Guidelines

This application has been reviewed under the consolidated Official Plan (2003) with regard for the Council-approved amendment contained within Official Plan Amendment 150 (OPA 150). The requested Zoning By-law amendment complies with the overall goals of the Official Plan (2003) and OPA 150. Given the size and rural location of the subject lands, and the ability to buffer the proposed development with generous setbacks and enhanced landscaping, issues related to compatibility within the surrounding context are minimal, with the exception of concerns related to vehicular traffic. Traffic issues are discussed below.

Hotel Use

The proposed hotel aligns with the Major Urban Facility designation. Section 3.6.7 recognizes that there may be potential benefits to the community as a whole through the provision of a wider range of complementary or ancillary uses within Major Urban Facilities. The addition of a hotel as a primary use complements the entertainment facility and does not introduce any additional transportation or servicing concerns. The Ottawa International Airport Authority has no concerns about the proposed hotel related to aircraft noise, height, or bird hazards.

Given that a hotel is a sensitive land use with the potential to negatively influence licensed or potential mineral aggregate operations within the area, the proponents have submitted a Mineral Resource Impact Assessment. City staff have reviewed this document and concur with the findings that the construction of a hotel on the subject

lands will not preclude or hinder the expansion of existing pit operations or the establishment of new operations within the vicinity of the subject property. The hotel will be sited more than 300 metres from the licensed pit operations to the south. The hotel will be located within Area A in Document 4, which is set back a minimum of 166 metres from Albion Road, and is as far from the Mineral Extraction zones located across Albion Road as possible (considering the location of the existing racetrack). Through the application for Site Plan Control, additional mitigation measures for buffering and screening (with landscaping or berms) will be investigated.

Hotel height

The requested height conforms to the direction within the Official Plan for height limits near the airport, and within OPA 150, which states that Major Urban Facilities are limited to nine storeys. Height is expressed as an elevation above sea level (A.S.L.) within the schedule to account for grade changes across the site, and in this location, 151.79 metres A.S.L. limits the building to approximately 33.5 metres in height. Given the size of the lot, the height increase does not present concerns for impacts to surrounding properties. The height increase would apply only to the hotel, and would be limited to Area A within the schedule on Document 4. Area A measures 130 by 200 metres, and is set back between 166 and 192 metres from Albion Road and 70.5 metres from the nearest interior side yard. The exact location and design of the hotel will be more fully developed with the application for Site Plan Control.

Casino definition and ancillary uses

The Zoning By-law currently does not have a definition for a casino use and a casino is only permitted to occur in Ottawa at the subject site pursuant to the provisions of Exception 528r.

Policy 10 in Section 3.6.7 states that when considering the addition of ancillary uses, the City will require that a) the ancillary uses are secondary to and supportive of the primary use, and b) the addition of ancillary uses does not result in a scale or character of development that is incompatible with adjacent residential uses. The addition of a definition will clarify the uses that occur in conjunction with the casino (restaurant, theatre and place of assembly). Place of assembly and restaurant are currently already

permitted uses. The stand-alone, permitted uses on the site (fairground, sports arena limited to a horse racing track, amusement centre limited to a bingo hall, and retail store limited a flea market) will remain unchanged. The definition will also introduce accessory uses including retail, personal and financial services that are commonly associated with a casino use.

Traffic and Parking

The site is located within an auto-dependent rural context, within one kilometre of the current urban boundary. Pedestrian infrastructure such as sidewalks and cycling infrastructure are virtually non-existent, and transit or shuttle bus options are limited. The Transportation Impact Assessment (TIA) submitted for the development estimates that the modal share would break down as follows: 90 per cent of visitors arrive by car, 8 per cent arrive by transit, and 2 per cent arrive by taxi. The existing parking lot has space for 2,450 cars, although surface parking spaces may be removed or redesigned through this development. Additional parking will be added with the construction of a parking garage.

The TIA submitted for the Zoning Bylaw amendment concluded that the area road network can accommodate the forecasted traffic demands of the proposal at full buildout, and this will be confirmed for the overall expansion through the application for site plan control. Staff note that the TIA also acknowledges that there are significant existing traffic congestion issues in peak commuter periods and that additional site-generated traffic at full build out could aggravate the situation in certain localized areas such as Albion Road intersections. Because of the existing traffic issues in the area (that do not relate specifically to the RCR site), traffic was the most commonly cited public concern with the proposal. Some councillors have also raised it as a concern, both in 2013 when Council agreed to participate in the OLG RFP process subject to the RCR site being the only site deemed acceptable for an expanded gaming facility (Direction 3 within Document 8) and through the circulation of this Zoning By-law amendment.

Staff have provided the applicant with comments concerning their TIA, including trip generation estimates, provisions for special events, provisions for employees,

pedestrian and cycling facilities, and impacts to road networks. Staff have requested an updated study before they proceed with their site plan application.

With respect to traffic impacts associated with the components of the development requiring a Zoning By-law amendment, staff have confirmed that these components in and of themselves are not going to be significant contributors to aggravating current traffic issues. With the traffic study work that has been completed, there is an opportunity as part of the Zoning By-law amendment to confirm matters that would be examined in greater detail and addressed as part of the site plan review and approval process. The holding provisions within Document 2 capture these matters.

While the high rate of automobile reliance for accessing the site is unlikely to change in the near future, as part of this expansion and in advance of the Bowesville rapid transit station opening in 2021, there are opportunities to enhance alternative modes. Expanded shuttle service for special events, or providing facilities or incentives for employees to carpool, cycle or take shuttles are options. Enhanced transportation demand management measures are other matters that will be explored through the site plan control application and are identified in the holding provisions.

Finally, through the application of site plan control, improvements to the overall site circulation and parking lot design will be considered as part of a conceptual master plan required to satisfy Policies 8 and 9 of Section 3.6.7. The vast parking area dominates the site. Better site and building entrance design can improve safety for those walking within the parking areas, especially considering that many casino clients are older adults. Staff will also investigate whether improvements to the Albion Road frontage and signalized intersection should occur to improve conditions for those who arrive by other means than car.

Bank Street access

Traffic on Albion Road is an on-going community concern. At the open houses, there was some expressed desire to shift traffic to Bank Street by requiring a driveway connection. Bank Street will have the capacity once widened to carry much greater volume of traffic than Albion Road. However, widening Bank Street is not planned until beyond 2025, with the casino expansion plans occurring several years earlier.

A conceptual master plan to be developed under the holding provisions would examine and confirm opportunities for deprioritizing entrances on Albion Road and connecting to Bank Street. Such a connection could take the form of a private driveway or form part of a future Earl Armstrong Road extension. The City has initiated the Environmental Assessment required to determine the Earl Armstrong Road alignment (ACS2017-TSD-PLN-0009), and expect it to conclude in 2019; however, the City has not budgeted an extension of Earl Armstrong Road by 2032 within the current Affordable Plan or Development Charge (DC) By-law.

A new DC By-law will require Council approval by May of 2019, which could provide an opportunity to advance some work and possibly have a portion of the Earl Armstrong extension constructed to serve initially as a site driveway. By advancing this work and identifying it within the Affordable Plan, the City and Hard Rock Casino Ottawa could enter into a front ending agreement. These matters would be further examined at the time of site plan review and approval when more details on the site layout and phasing would be known. This is also addressed through the holding provisions and responds to discussions at the open houses related to introducing measures to divert traffic from Albion Road.

Accelerating road projects

The City has already identified key road projects necessary to alleviate traffic congestion in the area. Hard Rock Casino Ottawa has expressed a willingness to accelerate some of these projects by participating in front ending arrangements. These possible projects include: widening Lester Road to four lanes (post-2025), improvements to the Albion Road / Lester Road intersection (2025), widening Bank Street to four lanes from Leitrim Road to Findlay Creek (post-2025), widening Bank

Street to four lanes from Findlay Creek to Rideau Road (post-2031) and improvements to the Albion Road / Leitrim Road intersection (2021).

Of these projects, staff believe that accelerating the timing for the Bank Street widening from Leitrim Road to Findlay Creek, to coincide with various Bank Street intersection improvements proposed by area land developers (Tartan, Richcraft, Regional, Urbandale and Claridge) would offer the greatest community benefit.

A further examination of these opportunities will be undertaken through the Site Plan review and approval process and, thus, is included in the holding provisions.

Funding a Neighbourhood Traffic Management Plan for Blossom Park

Traffic volumes along Albion Road between Bank Street and Lester Road are an ongoing concern for the Blossom Park community. This issue is not exclusively because of the existing casino operation at RCR but rather relates to the overall growth occurring in the south end of the city. As this is an existing condition, it would be appropriate for the City to include this area for a Neighbourhood Traffic Management Plan developed with community consultation to identify specific measures to address concerns. Possible measures could include directional signage along the arterial road network or traffic calming measures on Albion Road. Funding for an Area Traffic Management Plan in the amount of \$75,000 was set aside in 2011 at the time of the zoning by-law amendment to add gaming tables, but as the gaming tables were not added at that time, the account was closed in 2015. Hard Rock Casino Ottawa has indicated a willingness to participate in the implementation of such measures, although limited to site-generated traffic impacts. This will be further investigated and addressed through the site plan application and has been included as a matter for further review under the holding provisions.

Transit and Shuttles

The site is located outside the Urban Transit Area, and does not meet the criteria for inclusion. Hard Rock Casino Ottawa has agreed to maintain shuttles to Greenboro station and to continue the shuttle service once the Bowesville rapid transit station opens. Traffic congestion concerns related to private shuttles on Albion Road have also

been raised by the community. More detail on shuttle pick-up and drop-off areas at the subject lands and at the future Bowesville Station and frequency of service will be reviewed through the site plan control application and this has been included within the holding provisions.

Adequacy of Services

The Infrastructure Master Plan shows that the subject lands are within Service Area 4c, which has no capacity for new service connections. A Serviceability Report has concluded that there is sufficient water supply and adequate sanitary sewer capacity for the lands within Areas A, B and D for the 200-unit hotel and 55 gaming tables. A holding symbol will be applied to Area C, the retained lands, meaning that only existing uses can occur, until sufficient municipal water supply is made available. The City will not fund any servicing works for the severed or retained lands. All upgrades will be the responsibility of the land owner or developer. Existing wells will continue to provide water for use within the barns on Area C. Holding tanks supplied by well water are proposed for fire fighting purposes, and this approach will be subject to municipal review through the application for site plan control and building permit review processes.

Section 37

The increase in height within Area A does not meet the established increase in density of 25 per cent or greater than what is permitted through the as-of-right zoning. As a result, this development is not a candidate for Section 37 community benefits.

Economic Development

The proposal will include the investment of more than \$318 million over the course of three phases or six years. It is expected to create nearly 4,000 direct and indirect jobs as well as significant economic development in rural Ottawa and beyond. An expanded gaming facility in Ontario may also recapture an estimated \$60 million that Ontario residents are spending annually in Quebec. The City of Ottawa is expected to receive \$12.8 million in annual revenue in OLG funds from the Hard Rock Ottawa Casino once this expansion is fully operational, up from the \$5 million annually that is currently

received. These funds are placed in the City's general revenues account and reinvested towards improvements to City facilities and infrastructure.

Details of Recommended Zoning

The details of the recommended zoning can be found in Documents 2, 3 and 4.

A new land use, hotel, is added to the exception. As noted above, the height increase and location of the hotel has been limited to Area A. The exact siting, massing and design will be addressed through the application for site plan control.

A new definition is provided for casino: an indoor entertainment facility, licensed by the Ontario Lottery and Gaming Corporation, the principal business of which is gambling, and which may also include restaurants, theatres, or places of assembly as ancillary uses, as well as retail, counselling services, financial services and offices as accessory uses.

The subject lands are divided into three areas, corresponding to the area of increased height for the hotel (Area A), the remaining Hard Rock Casino Ottawa lands (Areas B and D) and the lands retained by the Rideau Carleton Raceway Holdings Limited (Area C).

Planning staff recommend introducing a holding zone ('h' symbol) with provisions to set out matters to be more fully addressed through the site plan review and approval process when more details on the proposal and phasing will be confirmed. Areas A, B and D (severed lands) and Area C (retained lands) have separate criteria for the removal of the holding symbol. The site plan approval would include any conditions deemed appropriate through the consideration of these matters.

The holding provisions for the Areas A, B and D relate to four points. The first calls for an assessment of Transportation Demand Management strategies to encourage other modes of travel and reduce reliance on automobiles for accessing the site. Similarly, the provision of transit or shuttle services between the site and the nearest transit station will be addressed through the site plan control application. Conditions will be developed for both day-to-day operations and special events. Both of the above will require

monitoring to ensure that they are successful in encouraging transportation by other modes and to take advantage of the scheduled LRT extension (2021).

Staff have requested an updated Transportation Impact Assessment for the application for site plan control. This study would examine in greater detail the impacts of the expansion on the local road network and review options for Hard Rock Casino Ottawa to participate in accelerating any Transportation Master Plan projects. As noted above, planning staff see potential opportunities to improve traffic conditions through the construction of a portion of the Earl Armstrong extension and widening Bank Street. The feasibility of these improvements need to be pursued as part of the overall site development, with the Earl Armstrong option subject to possible inclusion in the DC By-law as part of the new DC By-law to be brought forward in the spring of 2019.

The final holding provision for Areas A, B and D calls for a conceptual master plan for the site. This would present the overall design vision for the site and new construction. It would lay out blocks for development and natural features, and confirm circulation routes for pedestrians, cyclists, transit and vehicles. It would study and make recommendations on providing a vehicular connection to Bank Street, possibly as a private driveway or as a connection that may be incorporated into the future Earl Armstrong extension. The Earl Armstrong extension EA process currently underway would inform the design of on-site circulation routes. The master plan would also address the orientation of the buildings to the circulation routes, as well as other matters outlined in Section 4.11 of the Official Plan to ensure design excellence.

Planning staff recommend a holding symbol for Area C, the portion of the site retained by the raceway, until sufficient municipal water supply is made available. Existing uses may continue.

Finally, the details of the recommended zoning also correct a minor zone line and lot line irregularity in the north-west corner (Area D) and reorganize the exception for ease of use. These amendments are of a technical nature.

RURAL IMPLICATIONS

Rural Economic Development is one of four key pillars within the City's economic development strategy. This proposal entails more than \$318 million in investment, and is expected to create nearly 4,000 direct and indirect jobs within rural Ottawa. The scale of this development is appropriate to a Major Urban Facility. Despite its rural location, the Hard Rock Casino Ottawa site is serviced with municipal water and sewers, reducing impacts to local wells and groundwater. Residents have raised concerns about traffic, especially on Albion Road. Hard Rock Casino Ottawa is willing to undertake transportation upgrades to accelerate local road improvements and address traffic congestion, although the scope of these measures has yet to be identified. Through the application for site plan control, staff will review the details of the development to ensure that landscaping, screening, buffering, lighting and other matters are addressed for compatibility within the rural setting.

COMMENTS BY THE WARD COUNCILLOR

Councillor Darouze has provided the following comments:

"I fully support this Rideau Carleton Raceway Casino Expansion development application. I have discussed this project with many residents, community associations, and business associations to ensure I am properly representing the Osgoode Ward. I have been working very closely with city staff to ensure all of the necessary details are taken into account, and to introduce this project in the most beneficial and constructive manner possible. Over the course of the development application process, there were two public consultations held for resident feedback. Community members have expressed concern over the potential impacts of traffic flow on nearby roadways due to this project. Other than this particular concern, the project has received very positive feedback from the Osgoode Ward. The expansion will continue to maintain an important part of our equestrian heritage while modernizing, expanding, and providing economic development to rural Ottawa. I will be presenting a motion to ARAC to ensure the Site Plan Approval will address the traffic load during the development of this project."

LEGAL IMPLICATIONS

In accordance with Bill 139, if the proposed zoning by-law is adopted, it can only be appealed on the basis of inconsistency with the Provincial Policy Statement or lack of

conformity with the official plan. Were the zoning by-law appealed, the preparation of the necessary documentation for the Local Planning Appeal Tribunal and the making of submissions to the Tribunal could be done within staff resources.

If the zoning amendment is refused, reasons must be provided. Due to the limited timeframes now associated with Local Planning Appeal Tribunal matters, the City Clerk and Solicitor Department would seek to retain an external planner to provide an affidavit in support of the refusal for the initial Tribunal review of the item should an appeal of the refusal be forthcoming. For an appeal of a refusal of a zoning application to succeed, the appellant must show that the existing zoning is inconsistent with the Provincial Policy Statement and/or does not conform to the Official Plan.

RISK MANAGEMENT IMPLICATIONS

There are no risk management implications associated with this report.

ASSET MANAGEMENT IMPLICATIONS

There are no asset management implications associated with the recommendations of this report.

FINANCIAL IMPLICATIONS

In the event the zoning amendment is refused and an external planner is retained, the expense would be absorbed from within Planning, Infrastructure and Economic Development's operating budget.

Any financial implications associated with the larger development will be identified during the site plan approval process. In the event, City costs are identified, the associated budget would be subject to the established approval process.

ACCESSIBILITY IMPACTS

The new construction will be required to meet the accessibility criteria contained within the Ontario Building Code. The *Accessibility for Ontarians with Disabilities Act* (AODA) requirements for exterior site design will be reviewed through the application for site plan control.

ENVIRONMENTAL IMPLICATIONS

A portion of the Leitrim Wetland is located at 4837 Albion Road; however, the casino expansion will occur outside of the adjacency area (120 metres). The applicant has submitted an environmental impact statement demonstrating the proposed uses will not negatively affect the wetland.

TERM OF COUNCIL PRIORITIES

This project addresses the following Term of Council Priorities:

C1 – Contribute to the improvement of the quality of life for Ottawa residents.

C2 – Enable the achievement of short- and long-term success for enterprise.

C3 – Provide a compelling, vibrant destination for visitors.

EP2 - Support growth of the local economy.

HC4 – Support arts, culture and heritage.

APPLICATION PROCESS TIMELINE STATUS

This application was processed by the "On Time Decision Date" established for the processing of Zoning By-law amendment applications.

SUPPORTING DOCUMENTATION

Document 1 Location Map

Document 2 Details of Recommended Zoning

Document 3 Zoning Key Plan

Document 4 Zoning Schedule

Document 5 Consultation Details

Document 6 Concept Plan and West Elevation

Document 7 OLG's Ottawa Area Gaming Zone

Document 8 Minute Extract, City Council, September 13, 2017

CONCLUSION

The Planning, Infrastructure and Economic Development department is satisfied that the proposed Zoning By-law amendment conforms to the policies of the City's Official Plan. The requested zoning changes support a diversified entertainment experience. Introducing a definition of casino that reflects this range of land uses will bring clarity to the operations proposed as part of this expansion. The hotel does not introduce any additional transportation or servicing concerns, and the nine-storey height is appropriate for the site. The hotel may also encourage longer stays in the area and contribute to enhancing tourism in the area. The theatre has the potential to support the local music industry and expands Ottawa's theatre offerings.

Increasing the number of gaming tables to 55, as part of an overall expansion of the facility, fits with the province's regulations. Planning staff recommend the use of a holding zone with provisions identifying matters to be further considered and addressed as part of the site plan approval process. Such matters relate to transportation and site design for the area of the proposed expansion and to servicing for the remainder of the site. Additional details about the scale and design of the expanded facility will be provided with the application for site plan control, as these details are required to fully assess transportation impacts and approaches for mitigating traffic congestion. In conclusion, planning staff recommend that this Zoning By-law amendment be approved.

DISPOSITION

Legislative Services, Office of the City Clerk and Solicitor to notify the owner; applicant; Ottawa Scene Canada Signs, 1565 Chatelain Avenue, Ottawa, ON K1Z 8B5; Krista O'Brien, Tax Billing, Accounting and Policy Unit, Revenue Service, Corporate Services (Mail Code: 26-76) of City Council's decision.

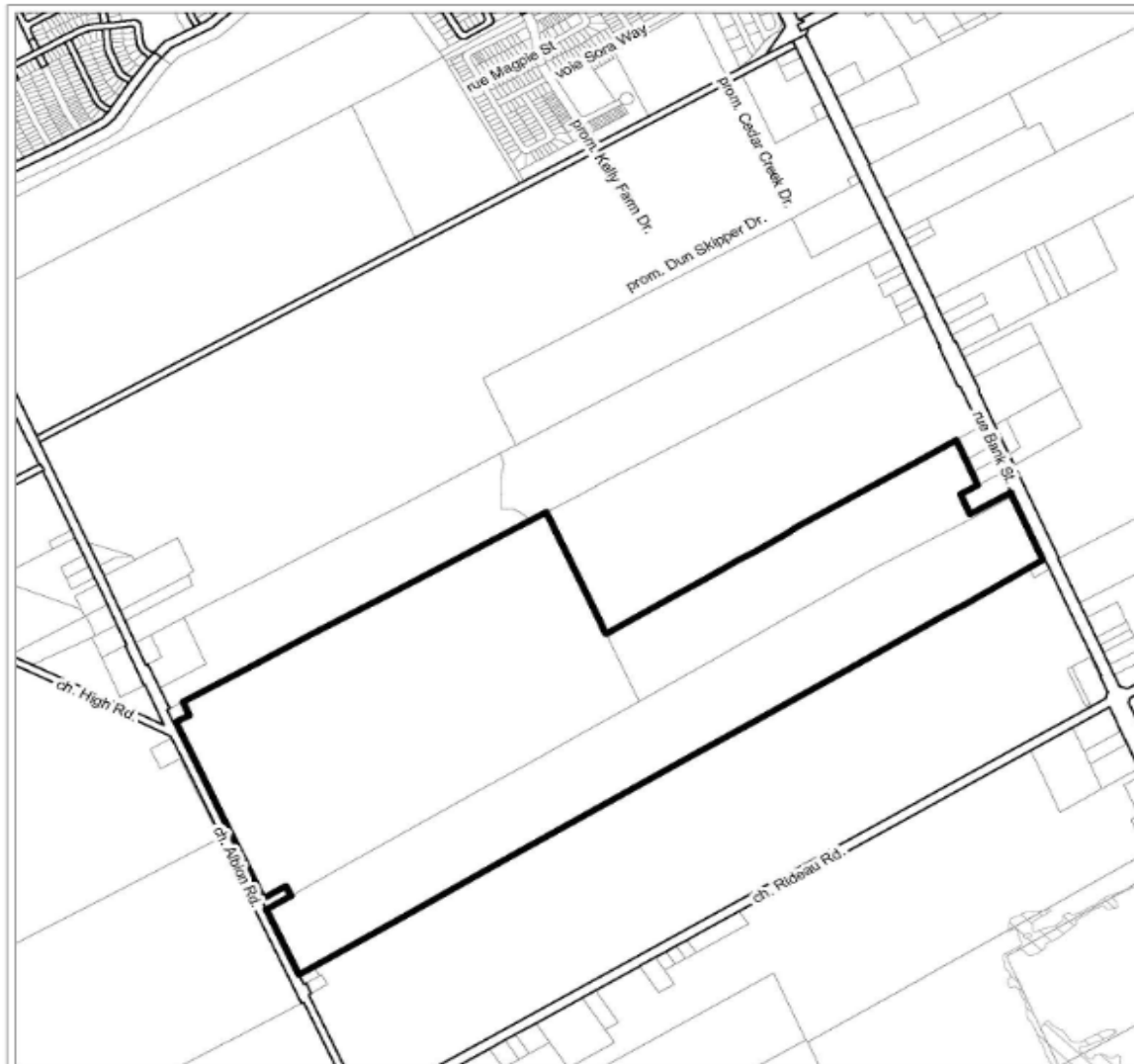
Zoning and Interpretations Unit, Policy Planning Branch, Economic Development and Long Range Planning Services to prepare the implementing by-law and forward to Legal Services.


Legal Services, Office of the City Clerk and Solicitor to forward the implementing by-law to City Council.

Planning Operations Branch, Planning Services to undertake the statutory notification.


Document 1 – Location Map


For an interactive Zoning map of Ottawa visit geoOttawa.




	
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REVISION / RÉVISION - 2018 / 02 / 12	

LOCATION MAP / PLAN DE LOCALISATION
ZONING KEY PLAN / SCHÉMA DE ZONAGE

 4837 chemin Albion Road and 4910 rue Bank Street

 Existing Flood Plain (Section 56) /
Plaine inondable (Article 56)



Document 2 – Details of Recommended Zoning

The proposed change to the City of Ottawa Zoning By-law No. 2008-250 for 4837 Albion Road:

1. Rezone the lands in Document 3 as follows:

- a. Area A from RC4 [528r] H(15) to RC4 [528r] SXXX - h
- b. Area B from RC4 [528r] H(15) to RC4 [528r] SXXX - h
- c. Area C from RC4 [528r] H(15) to RC4 [528r] SXXX – h
- d. Area D from RI8 to RC4 [528r] SXXX – h

2. Add a new definition within Section 54:

Casino means an indoor entertainment facility, licensed by the Ontario Lottery and Gaming Corporation, the principal business of which is gambling, and which may also include restaurants, theatres, or places of assembly as ancillary uses, as well as retail, counselling services, financial services and offices as accessory uses.

3. Add a new schedule, SXXX, as shown in Document 3 to Part 17 – Schedules.

4. Amend Exception 528r within Section 239, Rural Exceptions, with provisions similar in effect to the following:

- a. In Column II, amend the text by adding “RC4 [528r] SXXX - h” and “RC4 [528r] SXXX – h”.
- b. In Column III, add the following :
 - Casino, limited to slot machines and 55 gaming tables
 - Hotel
 - Amusement centre, limited to a bingo hall
 - Retail store, where not accessory to a casino, limited to a flea market
- c. In Column IV, replace text with “all uses except existing uses as of [insert the date of passing of the by-law] are prohibited until the holding symbol is removed”

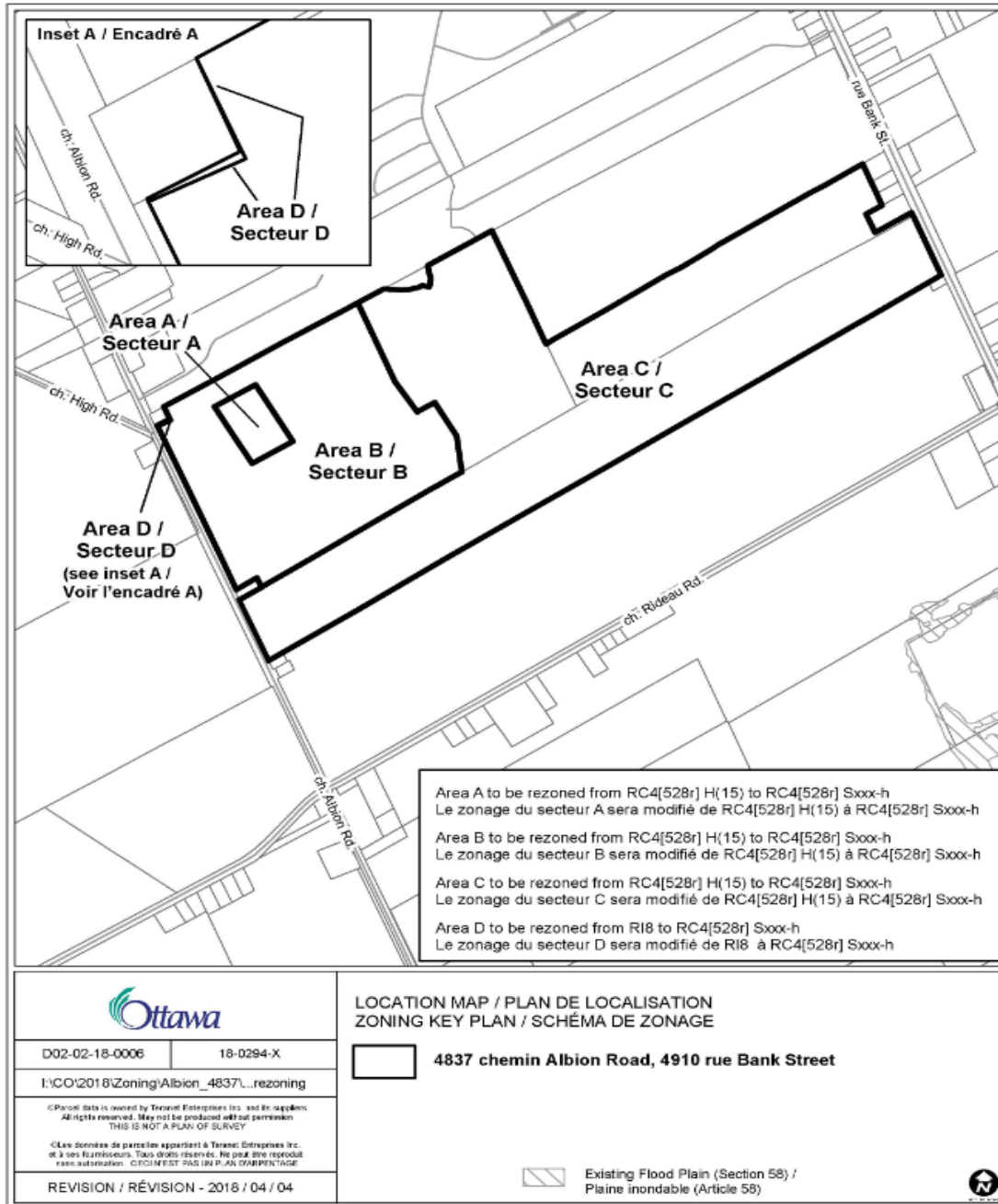
d. In Column V:

- Maximum building heights are shown on Schedule XXX.
- A hotel building may only be located as shown on Area A of Schedule XXX
- The lands within Exception 528r are considered as one lot for zoning purposes.
- For the purposes of determining front yard setbacks, lands within Exception 528r are to be treated as though the lot fronts on Albion Road.
- The holding symbol within Areas A, B and D may only be removed once an application for Site Plan Control under the *Planning Act* is approved, which addresses the following, and as more specifically described in report ACS2018-PIE-EDP-0021 and all to the satisfaction of the General Manager of Planning, Infrastructure and Economic Development:
 - a. Transportation Demand Management strategies to support and encourage travel options to reduce reliance on single occupancy automobile use;
 - b. Transit or shuttle services between the site and the nearest transit station;
 - c. An update of the Transportation Impact Assessment submitted with the zoning by-law amendment application to provide for a more refined examination of impacts of the expanded facility (taking into consideration phasing) to local road networks and participation in implementation of measures that may accelerate Transportation Master Plan projects where practical and other possible measures such as participating in localized improvements that may alleviate current congestion; and
 - d. A conceptual master plan for the site, laying out blocks for development and natural features, and circulation routes for

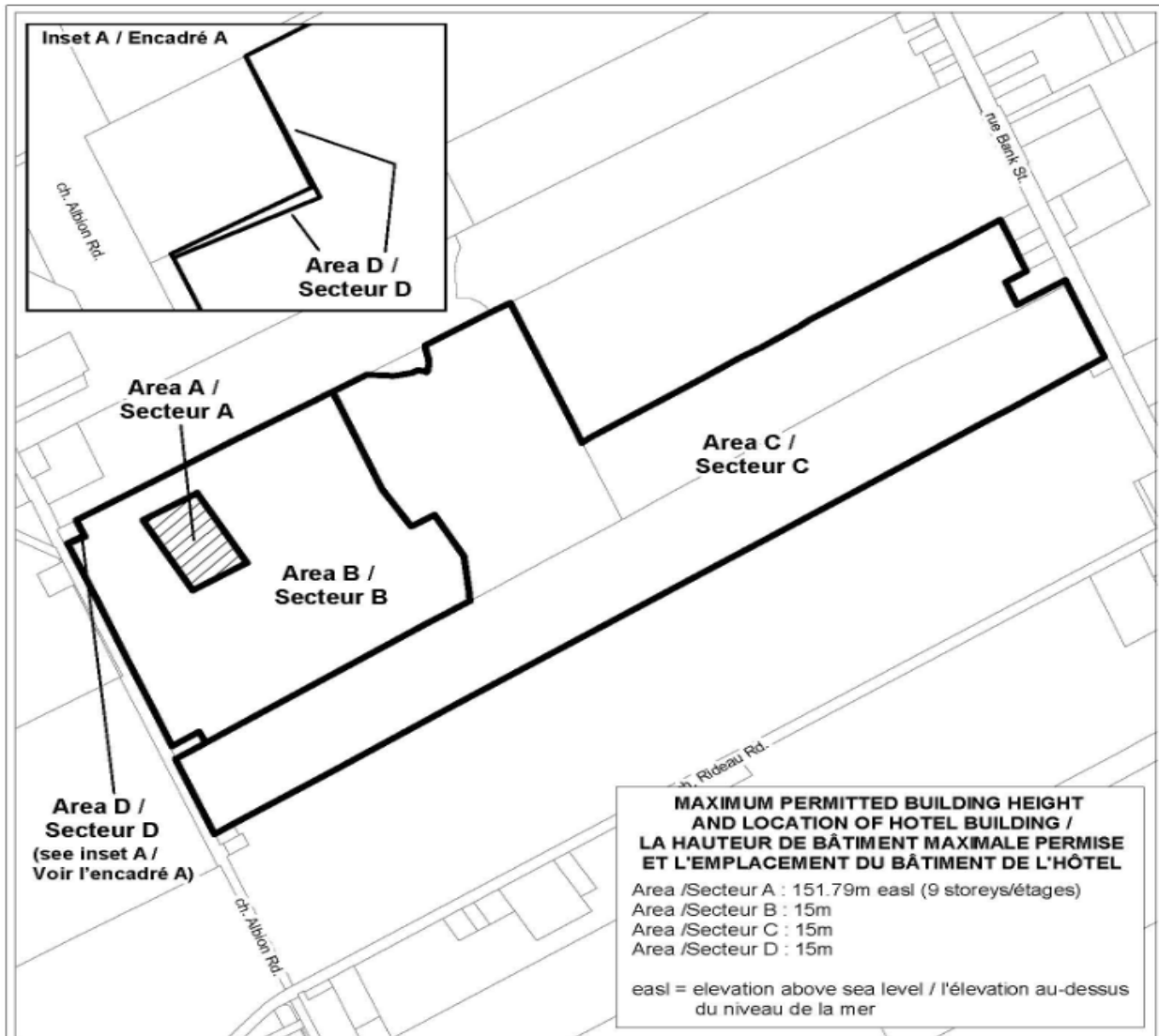
pedestrians, cyclists, transit and vehicles, and which includes opportunities for deprioritizing entrances on Albion Road and providing a Bank Street access and the means for implementation.

- The holding symbol within Area C may only be removed when sufficient municipal water supply is available.

Document 3 – Zoning Key Plan



Document 4 – Zoning Schedule





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**This is Schedule XXX to Zoning By-law No. 2008-250
Annexe XXX au Règlement de zonage n° 2008-250**

This is Attachment X to By-law Number 2018-____, passed _____, 2018
Pièce jointe n° X du Règlement municipal n° 2018-____, adopté le _____, 2018



Document 5 – Consultation Details

Notification and Consultation Process

Notification and public consultation was undertaken beyond the requirements set out in the Public Notification and Public Consultation Policy approved by City Council for Zoning By-law amendments, given that the proposed enhanced facility would be a City-wide facility. Notice of the application was expanded from the *Planning Act* requirements of 120 metres to 900 metres to reach more local residents.

A public consultation web page (ottawa.ca/RCRgaming) was created to provide information on the application, including next steps, the approval process and target timelines. It also provided directions on how to submit comments or make a presentation to the Agriculture and Rural Affairs Committee (ARAC).

Further, Hard Rock Casino Ottawa advertised and hosted two public consultation sessions. Approximately 200 people attended the open house on March 7 at the Orchard View Conference Centre in Greely. Councillors Darouze, Moffatt, Deans, Qaqish and Qadri attended. Approximately 80 people attended the open house on March 19 at the RA Centre in Ward 17. Councillors Darouze, Deans, Qaqish, Qadri, Egli, Brockington and McKenney were present. Representatives from the South Keys-Greenboro Community Association, Greely Community Association, Riverside South Community Association, Emerald Woods Residents Association, Greely Business Association and Osgoode Ward Business Association also attended one or both of these meetings.

In total, approximately 160 residents have provided comments and/or their contact information to the City by filling in comment sheets, sending an email or signing in at the open houses. Of that number, two individuals were opposed, 130 requested to be kept informed, 19 had questions or concerns, and nine expressed support for the proposal.

Hard Rock Casino Ottawa also created a webpage where information on the proposal and community meetings was made available, and Frequently Asked Questions (FAQ) were updated throughout the Zoning By-law amendment review period. During the circulation period, over 2,600 people visited the Hard Rock Casino Ottawa website and

many asked questions, which were condensed into 20 frequently asked questions at the time of the writing of this report. Hard Rock Casino Ottawa has advised that the website and FAQ updates will continue into and beyond the site plan control and construction phases of the project.

Public Comments and Responses

1. Positive comments

- The expansion will bring more employment opportunities.
- The expansion will create positive economic impacts and keep money in Ontario.
- The expanded facility is exciting (entertainment, restaurants, hotel).
- The service provider has a good reputation and Hard Rock is welcome.

Staff Response: Noted.

2. Transportation

- widen Albion Road from Leitrim to Mitch Owens
- ensure improved access to the site occurs within necessary timeframes
- an access road to Bank should be punched through and the widening of Bank Street should be accelerated with the financial participation of Hard Rock Casino Ottawa.
- Uplands Road is the natural extension of Lester but is not being widened
- the development is not the cause of traffic issues on Albion but provides a good opportunity to accelerate alternate north/south routes.
- why is there drag racing on Albion Road after the Wednesday Cruise Nights?

- there is speeding on Albion Road
- there is traffic congestion on Albion Road
- the TIA report is flawed, as it overlooks impacts to local homes, residents and businesses, does not include the 2,500 seat theatre, uses out of date traffic data and only includes data on reported accidents.
- Road signage to the casino needs to be reconsidered so that visitors are directed to use major roads, not rural roads.

Staff Response

Staff are satisfied that the Transportation Impact Assessment submitted addresses the impacts of the requested Zoning By-law amendment, specifically creating a definition for casino, adding a nine-storey hotel use and increasing the number of gaming tables to 55. Staff will ask for more detail on trip generation for the proposed expansion and front-ended road improvements, as well as Transportation Demand Management measures, transit and shuttles, and on-site circulation through the application for site plan control. These items must also be satisfied before the holding symbol can be removed. City staff or Hard Rock Casino Ottawa could undertake Neighbourhood Traffic Management Plan with community consultation to identify specific measures, including potentially new or different signage, to minimize the impacts to the Blossom Park Community. Speeding and drag racing are problems that are beyond the scope of the development application review process.

3. Gambling and Addictions

- oppose legalized gambling on principle
- special events lead to problems with drinking and drugs, which are a burden to local residents

Staff Response

The province regulates gambling and controls the sale of alcohol. Addressing these concerns and criminal activity is not within the scope of the requested development application.

4. Site or building design

- a link to Bank Street is needed
- site lighting is a concern for neighbours
- the development is out of scale for the community
- build a racetrack for car night in summertime
- What is planned by Hard Rock for the remaining Albion Road frontage?

Staff Response

Planning staff will require additional information be submitted on the design of the site and the building as part of the application for site plan control. A conceptual master plan will show how the large site would be divided into development parcels, internal roads or driveways and natural areas. A lighting plan, showing full cut-off fixtures, is a standard requirement. The scale of development is appropriate for lands designated Major Urban Facility within the Official Plan.

There are no development plans for the remainder of the lands (Area C on the schedule within Document 3). Rideau Carleton Raceway retains ownership of Area C and Hard Rock Casino Ottawa will manage Areas A, B and D. There are no plans for a racetrack for cars.

5. Open House Meeting Format

- a community meeting with presentations rather than an open house should have taken place

- a stage, microphone and chairs should have been provided
- there was no Question and Answer period
- a Powerpoint Presentation or video of the proposal (buildings, roads, jobs, etc.) would have been nice

Staff Response

Hard Rock Casino Ottawa organized the community meetings, and the open house format provided many opportunities for people to have any questions answered or concerns heard. Hard Rock Casino Ottawa also created a webpage where people could ask questions, and posted answers during the circulation period.

6. Other

- local residents should be included in discounts and promotions
- local residents do not benefit and lose the ability to sell their homes
- the fair in August creates litter which is a problem for local residents
- the expansion will create more noise, dust and air pollution
- private wells will be affected

Staff Response

The Zoning By-law amendment requested is not related to marketing strategies or local real estate conditions. Hard Rock Casino Ottawa advises that they wish to be a good neighbour and will have an on-site manager who can respond to the concerns of local residents on operational matters, such as noise, litter and dust. Impacts to groundwater conditions will be studied in greater detail through future servicing studies. Well water is required for fire fighting, but the casino is currently serviced with municipal water and sewers.

Community Association Comments

**South Keys Greenboro Community Association Comments on Zoning By-law
Amendment for 4737 Albion Road**

The South Keys Greenboro Community Association is located in an area already conversant with the many issues related to North-South traffic in the South End of the City of Ottawa. Our comments are intended to represent the best interests of the communities in this general area.

Planning Rationale Document

Section 6.2.1 explains that Section 3.6.7 of the City of Ottawa Official Plan recognizes the Rideau Carleton Raceway and Slots to be a Major Urban Facility. More specifically the report quotes the Plan as saying "Large numbers of people require convenient access to these facilities." This should include public transport for both employees and patrons.

4737 Albion Road is located in an area of rapidly developing residential communities.

We believe that the City of Ottawa is responsible for ensuring that all of the necessary infrastructure, including transportation, is established in conjunction with this By-Law amendment and the rapid residential development.

A Transportation Study is required to establish the necessary timelines for the significant transportation infrastructure improvements. The current plans show timelines beyond 2025 and 2031.

Transportation Impact Assessment Study

The study does not appear to address the traffic impacts of either the 2500 seat theatre, or the 400+ new employees that are anticipated.

Section 4.2 provides information on Albion traffic volumes which are largely from 2016. This is unlikely to be representative of current and short term levels with the rapidly growing residential areas serviced by Albion Road.

Section 6 shows the project will be completed in 2022. The localized roadway improvements planned are Leitrim/Albion (2023) and Lester/Albion (not stated). The major road improvements are planned for beyond 2025 and 2031.

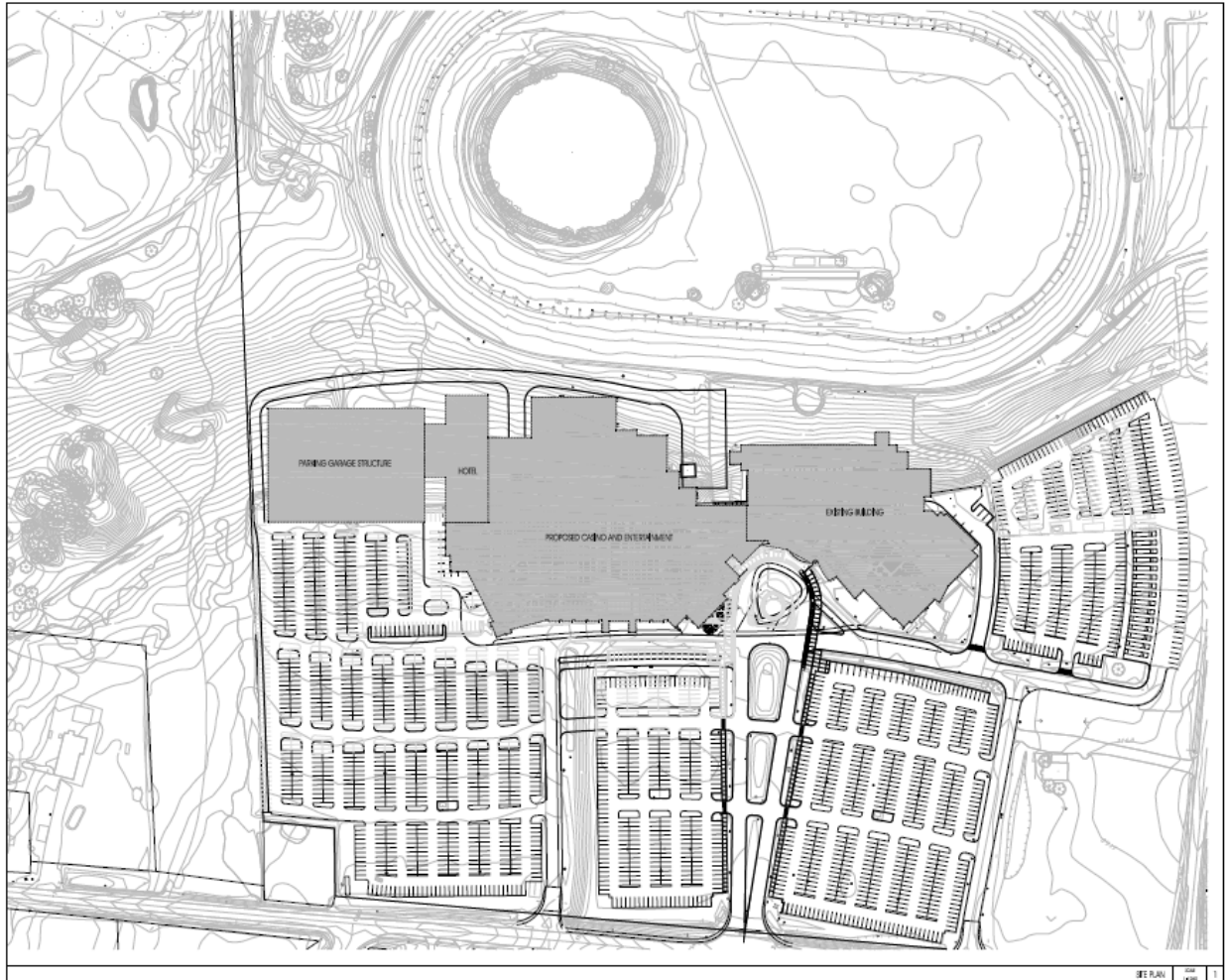
The increased traffic from the RCRS development will only exacerbate the current level of congestion on Albion Road during peak periods. The realistic North-South alternative routes are the Airport Parkway-Lester or Bank Street which are not currently planned to be completed within 10 years of the RCRS full development.

It is reasonable to expect that RCRS will want their clients to have easy access to their facilities which would appear to be most readily established with direct access to Bank Street. Establishing a main entrance on Bank Street at an early stage would actively attract traffic to use the Bank Street route. The present signage for RCRS encourages the use of Albion Road when approaching from the North. A review of the signage to keep more traffic, and specifically construction traffic, on Bank Street is considered very important

Staff Response

Planning staff acknowledge that the timing of infrastructure improvements by the City and Hard Rock Casino Ottawa's expansion plans are not currently aligned, and, furthermore, may still be subject to change. Hard Rock Casino Ottawa will be required to address the transportation matters outlined in the holding provisions before they can proceed to construction. Specifically, they will provide additional detail on expanding transportation options to and from the site for both patrons and employees, accelerating upgrades to local road networks to address congestion, and investigating a connection to Bank Street through a master planning process.

Document 6 – Concept Plan and West Elevation



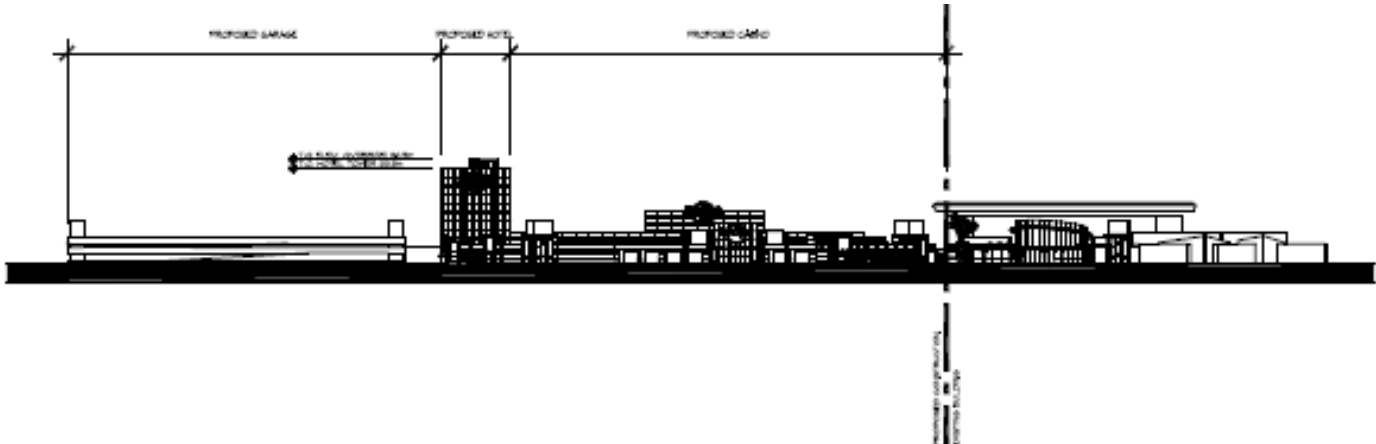
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Hard Rock
HOTEL & CASINO
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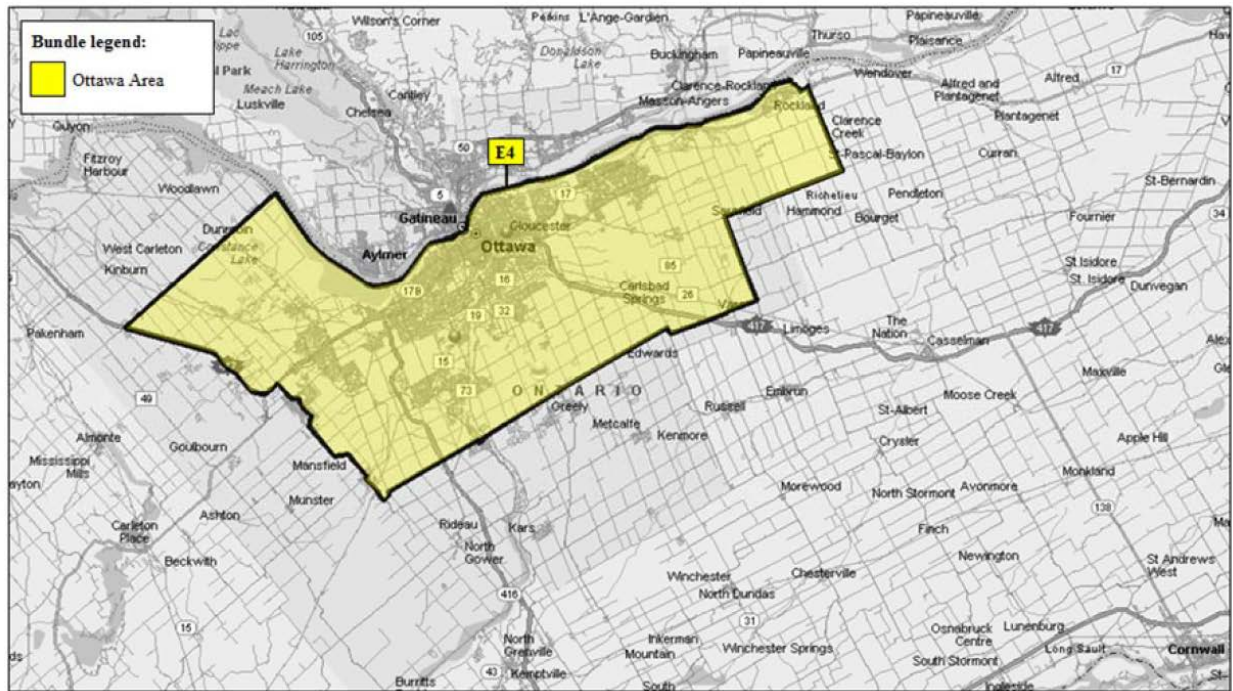
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SKA-101



Document 7 – OLG's Ottawa Area Gaming Zone



Document 8 - Minute Extract, City Council, September 13, 2017

FINANCE AND ECONOMIC DEVELOPMENT COMMITTEE

REPORT 27

13 SEPTEMBER 2017

EXTRACT OF DRAFT MINUTES 30 FINANCE AND ECONOMIC DEVELOPMENT
COMMITTEE 5 SEPTEMBER 2017

ONTARIO REGULATION 81/12: MUNICIPAL REQUIREMENTS FOR THE
ESTABLISHMENT OF RIDEAU CARLETON RACEWAY AS A GAMING SITE

ACS2017-PIE-EDP-0030

CITY WIDE

REPORT RECOMMENDATIONS

That the Finance and Economic Development Committee recommend Council approve:

1. The establishment of the Rideau Carleton Raceway (4837 Albion Road) as a Gaming Site, by resolution, in accordance with requirements set out in Subsection 2(2)3.ii of Ontario Regulation 81/12, as described in this report.
2. The process for the municipality to seek public input into the establishment of the proposed Gaming Site at Rideau Carleton Raceway (4837 Albion Road) in accordance with requirements set out in Subsection 2(2)3.i of Ontario Regulation 81/12 , and as described in this report.
3. That the City Clerk and Solicitor be delegated the authority to provide the Council approval and public input to the Ontario Lottery and Gaming Corporation in the form required by the Province of Ontario.

John Smit, Director of Economic Development and Long Range Planning, Planning, Infrastructure and Economic Development Department spoke to a PowerPoint presentation which is held on file with the City Clerk and Solicitor.

Mr. Alan Cohen, Soloway/Wright noted that he supports the above-noted report.

* Correspondence was received by the following organizations:

Mark Lamoureux, President, Gloucester Agricultural Society, Capital Fair

Denis Ethier, Rideau Carleton Raceway Cruise Night

Gino A. Milito, President, Osgood Ward Business Association

Melanie Richard, Chair, Greely Business Association

Grace Thrasher, President, Manotick Village Community Association

Gordon McDonald, President, National Capital Region Harness Horse
Association

Michael Crockatt, President and Chief Executive Officer, Ottawa Tourism

Denis Ethier, Rideau Carleton Raceway Flea Market

The *correspondence below was received after the Finance and Economic
Development Committee meeting:

Daniel Lucente

Michael Bourdeau, Regional Account Executive, Sales and Business
Development, SC360

Ian Faris, President and Chief Executive Officer, Ottawa Chamber of Commerce

[* Individuals / groups marked with an asterisk above either provided comments in
writing or by e-mail; all submissions are held on file with the City Clerk.]

The Committee then considered the following motion:

MOTION No. 30 / 1

Moved by: D. Deans

WHEREAS Document 3 to the Report is intended to indicate outstanding matters for future action on this matter; and

WHEREAS there were a series of recommendations, additional to those identified in Document 3, under the date August 28, 2013, that were also carried by Council; and

WHEREAS those recommendations were forwarded by the Mayor on August 28, 2013, to the Ontario Lottery and Gaming Corporation (OLG); and

WHEREAS it is nonetheless appropriate that all of those recommendations previously forwarded to the OLG should also be listed in full in Document 3; and

WHEREAS Document 3 is also misidentified under the heading "Supporting Documentation" as a second Document 2;

THEREFORE BE IT RESOLVED THAT:

1. The second reference to Document 2 within "Supporting Documentation" in the English version of the Report on page 11 be changed to Document 3;
2. The title of Document 3 be changed to "Council-Approved Undertakings for Future Action (not related to O. Reg. 81/12) and Recommendations Adopted on August 28, 2013"; and
3. That the table within Document 3 under the date August 28, 2013, be deleted and replaced with the following:

August 28, 2013

1. Direct the Mayor of the City of Ottawa to inform the Ontario Lottery Gaming Corporation (OLG) that the City will take part in the OLG's RFP process as a "host city" for a gaming facility on the understanding that the only location acceptable to the City of Ottawa for an expanded gaming facility is the current location at the Rideau Carleton Raceway, with the current allocation of 1250 slots and the approved expansion for 21 gaming tables;

2. Direct that the Ontario Lottery and Gaming Corporation (OLG) be informed that the City of Ottawa recommends that the successful proponent arising from the OLG's Request for Proposal process for the zone including the City of Ottawa implement the following as public health measures intended to reduce the risk of problem gambling:

a. Limit hours of casino operation: no 24-hour access to venues, closed at least 6 hours per day;

b. Restrict the number of electronic gaming machines (EGMs) and slowing down machine speed of play and prohibit features that promote false beliefs of the odds of winning;

c. Eliminate casino loyalty programs;

d. Prohibit ATMs on the gambling floor;

e. Prohibit casino credit and holding accounts;

f. Reduce maximum bet size;

g. Mandate a daily loss maximum;

h. Implement strong casino self-exclusion programs, including a mandatory player card system;

i. Issue monthly individual patron statements which include full membership medians and averages to compare against personal record of loss, frequency and duration of play; and

j. Designate areas for alcohol purchase and not providing alcohol service on casino floors to reduce impaired judgement;

3. Approve that the proponent for any new or expanded gaming facility at the Rideau Carleton Raceway will:

a. Be required to undertake a comprehensive Community Transportation Study (CTS) to assess the impacts to the adjacent community and propose mitigation measures as necessary as part of any potential development application for a new or expanded

gaming facility, including the creation of a primary entrance to the facility from Bank Street; and

b. Fund the following as part of any potential development application:

i. Any costs to accelerate any proposed Transportation Master Plan or any other projects that are identified and deemed appropriate as a result of the CTS, including the potential timing of the O-Train extension as well as road widening projects such as Bank, Albion (south of Lester), Lester, Earl Armstrong, and the Airport Parkway; and

ii. The cost to implement any Area Traffic Management plan, for Blossom Park and other potentially impacted neighbourhoods, required as a result of the Community Traffic Impact Study; and

iii. The cost to maintain a free shuttle service to the Rideau Carleton Raceway from the nearest major transit hub with no decrease from the highest level of service provided in 2013; and

c. Be required to develop a transit service plan as part of their development application and that staff be directed to review the proposed transit service plan and review possible funding methods, including the potential for a targeted expansion of the Urban Transit Area, and report the results of their review to the Transit Commission and/or the appropriate Standing Committee and Council, as appropriate;

4. Direct staff to begin an analysis of potential economic benefits and impacts and potential social impacts related to an expanded gaming facility at Rideau Carleton Raceway and report back to the Finance and Economic Development Committee and Council when it is complete;

5. Receive the Ottawa Board of Health's report on the Health and Social Impacts Related to Problems with Gambling in Ottawa (Ottawa Board of Health Report 9) for information;

CARRIED

Staff responded to questions with respect to planning matters, health and gambling management. After discussion, the Committee CARRIED the report as amended by MOTION No. 30 / 1.

Councillor Deans dissented on the item as a whole.