



## Laffin Lands – Village of Richmond 6305 Ottawa Street West

Planning Rationale Addendum  
Zoning By-law Amendment + Draft Plan of Subdivision  
August 25, 2021



Prepared for Caivan Communities

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# 1.0 Introduction

## 1.1 Purpose

Fotenn Consultants has been retained by Caivan (Richmond North) Limited, a division of Caivan Communities (“Caivan”) to prepare an Addendum to the Planning Rationale in support of Zoning By-law Amendment and Draft Plan of Subdivision applications for the lands known municipally as 6305 Ottawa Street West (the “subject lands”). The subject lands are commonly referred to as the “Laffin Lands,” referencing the surname of the previous owner. The applications are combined with Zoning By-law Amendment and Plan of Subdivision applications for lands north of Perth Street, known as the “Green Lands,” with a Fotenn Planning Rationale submitted under separate cover.

As part of the application process, City of Ottawa staff have reviewed the plans, reports, and documents submitted in support of the Zoning By-law Amendment and Plan of Subdivision applications. Staff have provided comments on the submission as part of the first round of review on December 8<sup>th</sup>, 2020. A subsequent response to these comments and revised plans were returned to City of Ottawa staff on February 26<sup>th</sup>, 2021.

Upon a second review of the submitted responses and revised plans, staff have offered a second round of comments that were provided on May 31<sup>st</sup>, 2021. This Planning Addendum is intended to provide responses to these comments, as requested by staff. The Addendum should be read in conjunction with the originally submitted Planning Rationale.

## 1.2 Revised Concept Plan

Caivan has prepared a revised Concept Plan for the Laffin Lands, as shown in Figure 1 below. The concept features wider-lot detached dwellings along the eastern edge of the subdivision to better interface with, and transition from, the existing dwellings fronting on Queen Charlotte Street. Units fronting on Ottawa Street West have also generally been proposed as wider lot widths. The north-south street has been widened to 18 metres to accommodate a sidewalk, and other rights-of-way have been widened to 16.5 metres in width. Other elements of the plan are generally consistent with the previous design.

## 1.3 Village of Richmond Secondary Plan

The subject lands are designated Residential – One and Two Unit on Schedule A (Land Use) of the Village of Richmond Secondary Plan. Uses permitted within this designation include detached and semi-detached dwellings, duplexes, bed and breakfast, home-based business, and converted retirement homes.

Development proposals in the Residential – One and Two-Unit designation will be evaluated against its ability to meet City Design Guidelines and the Community Design Plan. New plans of subdivision will use the historical grid pattern for streets and will ensure equitable access to parks and other open spaces, as required by the Official Plan. Aligning with this policy, the proposed street network in the Green Lands development is a modified grid, with two connection points to Perth Street. Additional connectivity for pedestrians is provided by means of pedestrian pathways directed towards the future park block west of the Laffin Lands.

Policy 3 of Section 3.3.4 states that the City will evaluate a development proposal in the Western Development Lands against its ability to meet the Demonstration Plan, as displayed in the Community Design Plan. The proposed development is generally consistent with the Demonstration Plan, accounting for the removal of a second stormwater management pond that is no longer proposed.

Policy 1 of Section 2.0 of the Secondary Plan states that all development in the Western Development Lands shall be based on public communal well services. Development in the remainder of the village shall be based on private or communal wells. A communal well system is proposed to service the lands.



Figure 1: Revised Concept Plan for Laffin Lands

Policy 2 states that all new development in Richmond shall be connected to the central wastewater collection system. No new development shall be permitted until the wastewater system can provide the capacity in accordance with the Master Servicing Study. Policy 3 adds that existing wastewater infrastructure services shall be upgraded over time to provide the required capacity for the full development of the Village of Richmond. Upon submission of a development proposal, the proponent shall be required to demonstrate that capacity exists to service the development. Achievement of the intent of this policy is addressed in the Functional Servicing Report and associated documentation submitted as part of the applications.

Policy 2 of Section 3.3.1 permits a limited number of multiple attached dwellings not including apartments or stacked townhouses through a Zoning By-law Amendment at the following locations, as long as the immediate area is surrounded by a significant band of detached and semi-detached dwellings:

- a) On an arterial or collector road;
- b) Abutting a park or designated open space; or
- c) At the edge of a neighbourhood.

The proposed townhouses are located along the north and west perimeter of the Laffin Lands, with the balance of the units in the development planned as detached dwellings. The location of the proposed townhouse units was selected:

- 1) To adhere to the policy direction in the designation for townhouses to be generally surrounded by detached dwellings;
- 2) To recognize the approved townhouses on the western half of the westernmost development block, now draft-approved to be developed by Mattamy Homes;
- 3) To continue the detached dwelling character along the Burke Street extension and along Ottawa Street; and
- 4) To site a portion of the townhouses along Street F, facilitating direct access to the approved park and school blocks to the west.

With the exception of a watercourse, Schedule A (Land Use) of the Secondary Plan does not indicate any floodplains, open space, parks, or conservation areas for preservation.

Policy 4 of Section 3.3.1 requires that applications in the Residential – One and Two-Unit designation must demonstrate conformance to Schedule B (Parks, Open Space and Pathways Plan) in the Village of Richmond Community Design Plan (CDP). With the exception of an extension of Burke Street, as proposed in the subdivision, Schedule B does not indicate any parks or open spaces on the Laffin Lands.

Despite this direction in the Secondary Plan, the CDP contains supplementary policies for development in the Western Development Lands. Schedule D (Environmental Features) of the CDP illustrates a “Local Woodlot” on the Laffin Lands at the end of Burke Street. While the proposed subdivision does not include a woodlot in this location, the approach is justified for the following reasons:

- / Preservation of a woodlot in this location would preclude the ability to extend Burke Street to the west, which is explicitly cited on Schedule B (Parks, Open Space and Pathways Plan) and represents an important connection point between the proposed subdivision and the existing community. As noted above, the extension of Burke Street is referenced in Policy 4 of the Secondary Plan and is proposed in the Laffin Lands subdivision design;
- / The Western Development Lands Demonstration Plan in the CDP references the area of the Laffin Lands beside Burke Street as “Woodlot / Residential (tbd).” The ambiguous designation of this area on the Demonstration Plan suggests that the woodlot has more limited value than the “Woodlands and Hedgerows” designation.
- / The submitted Environmental Impact Statement (EIS) states that the woodlot does not warrant protection as it is not considered a significant woodland per the City of Ottawa and MNRF guidelines.

### 1.3.1 Density and Unit Mix

To evaluate conformity with Secondary Plan policies for density and unit mix, Fotenn prepared a calculation table to summarize statistics for all development within the Western Development Lands. Unit statistics for various developments by Caivan, Mattamy, and Metric are included in the table.

### 1.3.2 Unit Mix

Table 1 below summarizes the total unit mix in the Western Development Lands. The analysis indicates that the percentages of single detached and attached dwellings fall within the minimum required ranges established in the Secondary Plan.

Table 1: Unit Mix in the Western Development Lands

Unit Mix Totals			Combined	Combined Mix %	Required Range
Large Lot	Mattamy	224	305	13%	2-7%
	Caivan	39			
	Metric	42			
Singles	Mattamy	553	1392	61%	58-78%
	Caivan	839			
Towns	Mattamy	193	600	26%	20-35%
	Caivan	220			
Rear Towns & B2B	Mattamy	84	600	26%	20-35%
	Caivan	103			
TOTAL	<b>Mattamy</b>	<b>1054</b>	1201	100%	
	<b>Caivan</b>	<b>1201</b>			
	<b>Metric</b>	<b>42</b>			

In the “One and Two Units – Small Lots” category (labeled as “Singles” in the table), the combined percentage of both Caivan and Mattamy developments totals 56 percent, whereas a range of 58 to 78 percent is required. The slight deviation is justified on the following grounds:

- / The amount of non large lot single detached dwellings proposed has increased to 1392 units as Caivan has aimed to meet the required range of 58-78% of the unit mix and now is providing 61% of this unit type, in conformity with the policies of the Secondary Plan.
- / The total number of townhouses, rear lane townhouses, and back to back (B2B) townhouses has been reduced to 600 units, representing a unit mix of 26% which is in conformity with the policies of the Secondary Plan.
- / Large-lot single-detached dwellings are over-represented at 13 percent even though Caivan has reduced the proposed number of large lot dwelling units to 39 total as part of their revised development plan. Of the total 305 large lot single detached dwellings proposed for the entire Western Development Lands, only 12.8% are being developed by Caivan while the remaining 87.2% of these unit types have previously been approved as part of Mattamy and Metric’s plans of subdivisions in the Western Development Lands.

Without adding in the 39 units proposed by Caivan as part of this application, the number of large lot singles already approved is approximately 11.8% of the total unit mix, which already exceeds the required range of 2-7%. This demonstrates a non-conformance of previous development applications with the policies of the Secondary Plan and places an unequal burden on Caivan as the final developer to submit applications in the Western Development Lands to meet the required range of unit mixes.

- / There remains a discrepancy between the requirements in the Secondary Plan and the requirements in the Community Design Plan (CDP). Whereas in the Secondary Plan, all required ranges are indicated as “Minimums,” the One and Two Units – Small Lots requirement in the CDP is indicated as a “Maximum.” While the Secondary Plan is a Statutory document, in contrast with the CDP, the intention to apply a “Maximum” to this category is presumed to be the correct interpretation, for two reasons:
  - The Community Design Plan was created first, with the Secondary Plan composed of its key elements; and
  - Applying a “Maximum” allows the various ranges to sum to 100 percent, whereas if all ranges are “Minimums,” the ranges exceed 100 percent.

#### 1.3.2.1 Density

Table 2 below summarizes total densities in the Western Development Lands. Critically, the analysis concludes that all of the dwelling types exceed the overall density maximums, with the exception of the Townhouses. Exceedances are modest in all cases.

The rationale for the proposed densities on the Laffin Lands development is premised on the following:

- / The proposed densities are consistent with all other development in the Western Development Lands, which have been draft-approved by the City of Ottawa.
- / Some increases in overall density are generated from the proposed development of areas that were not originally contemplated in the policy documents. In particular, the hydro corridor across the Green Lands and Fox Run North development, as well as the portion of the Laffin Lands previously envisioned for a second stormwater management pond, are now proposed for development.
- / The exceedances of density maximums are modest in all cases and continue to meet the overall intent of the policy.

- / A principal purpose of density controls in planning policies is to ensure that servicing capacity is available or planned to service the development. As demonstrated through the submitted studies, the proposed development can be effectively serviced at the densities proposed.
- / The proposed dwelling types are consistent with products across the development industry in the City of Ottawa, accounting for affordability, market demand for units and product types, and overall built form.
- / The Zoning By-law Amendment application proposes reasonable setbacks for the proposed units that create adequate amenity areas and open spaces. Proposed zoning details are included in Appendix A.
- / The Implementation section of the Secondary Plan permits minor, non-substantive changes to the policies of the CDP, design guidelines, and demonstration plans, at the discretion of the Director of Planning and Infrastructure Approvals. Policy 4 further stipulates that subdivision, site plan and zoning approval by the City constitute approval of the change or interpretation of the provisions of the CDP. As draft subdivision approval has been issued for the balance of the Western Development Lands at similar densities to those proposed in the Laffin Lands, the City of Ottawa has already recognized general conformity with the density policies of the Plans.

Table 2: Densities in the Western Development Lands

Density Totals			Combined Area	Overall Density	Maximum Permitted Density
Large Lot	Mattamy	224	11.782458	25.88594	17
	Caivan	39			
	Metric	42			
Singles	Mattamy	553	40.452269	34.410925	30
	Caivan	839			
Towns	Mattamy	193	9.929301	41.594066	45
	Caivan	220			
Rear Towns & B2B	Mattamy	84	2.1153845	88.400005	80
	Caivan	103			
TOTAL	Mattamy	1054			
	Caivan	1201			
	Metric	42			
GRAND TOTAL		2297			

The following table demonstrates the densities and unit counts for the Laffin Lands specifically:

**Richmond South (Laffin Lands)**

Type	Units	Area per unit type	Total Area (net hectare)	Density	Maximum Permitted Density	Mix Percentage	Required Range
35' Short	40	0.023474	0.93896	42.60032	30	23%	58-78%
37' Short	1	0.02486	0.02486	40.22526	30	1%	58-78%
42' Short	17	0.02816	0.47872	35.51136	30	10%	2-7%
50' Short	4	0.033528	0.134112	29.82582	17	2%	2-7%
30' Reg	8	0.024705	0.19764	40.47764	30	5%	58-78%
35' Reg	1	0.028809	0.028809	34.71137	30	1%	58-78%
36' Reg	19	0.0297	0.5643	33.67003	30	11%	58-78%
42' Mid	22	0.03375	0.7425	29.62963	30	12%	2-7%
50' Reg	2	0.041148	0.082296	24.30252	17	1%	2-7%
Towns	63	0.0169926	1.070534	58.84915	45	36%	20-35%
<b>Total</b>	<b>177</b>						

In addition, the proposed development meets the applicable community design guidelines, including:

- / Avoids suburban-style road patterns such as curvilinear streets, P-loops, and dead ends.
- / Incorporates an appropriate transition in built form between areas where heights and / or use are different.
- / Proposes a variety of detached building types that include a range of design features along each street or block.
- / The proposed plan of subdivision features an efficient road pattern that relies on a modified grid to connect to Burke Street and future streets to the west.

#### 1.4 Zoning By-law Amendment

The proposed zoning for the Laffin Lands is Village Second Density Residential Subzone E, Rural Exception Zone XXXr, Holding Zone (V2E[XXXr]-h). The zoning would include provisions for both detached dwellings and townhouses.

The Holding Zone that applies to other developments in the Western Development Lands, which requires demonstration of adequate servicing, will similarly apply to the Laffin Lands.

While the zoning is consistent with other zoning in the area, the site-specific exception would be distinct from the exception applied to other Caivan developments to permit the unique 22-metre lot depths in the Laffin development.



The proposed zoning is included as Appendix A.

## 1.5 Conclusion

The proposed development conforms to the applicable planning policies, including the applicable policies of the Village of Richmond Secondary Plan and the Village of Richmond CDP. The proposed subdivision and zoning are reasonable and appropriate and represent good planning.

Sincerely,



Nick Sutherland, MCIP RPP  
Planner



Jaime Posen, MCIP RPP  
Associate

## Appendix A: Proposed Zoning Details

Areas planned for detached dwellings in the Laffin Lands Village Residential Second Density Subzone E, Exception XXXr, Holding Zone (V2E[XXXr]-h)				
Exception Number	Applicable Zone	Exception Provisions – Additional Land Uses Permitted	Exception Provisions – Land Uses Prohibited	Exception Provisions - Provisions
XXXr	V2E[XXXr]-h	Townhouse		<p>Despite Table 65 – Permitted Projections into Required Yards Features (5) and (6), the maximum size and extent of projections for fire escapes, open stairways, stoop, landing, steps and ramps is as follows:</p> <ol style="list-style-type: none"> <li>1. Wheelchair ramps – no limit</li> <li>2. Other features: at or below the floor level of the first floor – no limit; Other cases – 1.5 m, but not closer than 1.0 m to a lot line; and the maximum size and extent of projections for covered or uncovered balcony, porch, deck, platform and verandah, with a maximum of two enclosed sides, excluding those covered by canopies and awnings is as follows: <ol style="list-style-type: none"> <li>a. Uncovered, unenclosed features such as decks or platforms where the walking surface is not higher than 0.6 m above adjacent grade – no minimum</li> <li>b. All other cases – 2 metres, but no closer than 1 metre from any lot line</li> </ol> </li> </ol> <p>Minimum front yard setback: 4.0 m</p> <p>Minimum rear yard setback: 6.0</p> <p>Minimum corner side yard setback: 4.0 m</p> <p>Despite Section 57, the required corner sight triangle will be determined through a plan of subdivision process</p> <p>Despite Section 107(3)(ii) the area of the driveway cannot exceed 65 percent of the area of the yard in which it is located</p>

				<p>Provisions specific to detached dwellings:</p> <ol style="list-style-type: none"><li>1. Minimum lot width: 9 m</li><li>2. Minimum lot area: 245 m<sup>2</sup></li><li>3. Total interior side yard setback: 1.8 m with one minimum yard no less than 0.6 m</li><li>4. Maximum lot coverage: 60%</li></ol> <p>Provisions specific to townhouse dwellings:</p> <ol style="list-style-type: none"><li>1. Minimum lot width: 6.0 m</li><li>2. Minimum lot area: 165 m<sup>2</sup></li><li>3. Minimum interior side yard setback: 1.5 m</li><li>4. Maximum lot coverage: 65%</li></ol> <p>A holding symbol can only be removed when servicing capacity is demonstrated to the satisfaction of the City.</p>
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