

COMMITTEE OF THE WHOLE MARCH 1, 2004

R1V OLD VILLAGE RESIDENTIAL ZONES FILE Z.03.009 CITY OF VAUGHAN REPORT #P.2003.19

Recommendation

The Commissioner of Planning recommends:

1. THAT an amendment to the R1V Old Village Residential standards of By-law 1-88 BE APPROVED, to permit an increase in the maximum lot coverage for one-storey (bungalow) dwelling units only, to 26% on a lot, provided that the maximum building height on the same lot shall be 7.0m.
2. THAT a by-law amendment implementing the revised standard be forwarded to a future meeting of Council for enactment.

Purpose

On January 27, 2003, Council resolved that the R1V Old Village Residential Zone standards of By-law 1-88 be reviewed with respect to maximum lot coverage and height for one-storey (bungalow type) dwellings only, affecting all R1V-zoned lots, City-wide.

Background - Analysis and Options

A notice of Public Hearing was published in the Vaughan Citizen on February 6, 2003, and the Public Hearing was held on March 3, 2003. To date, responses have included the following, as summarized:

- to retain the image of "Historic Maple", a compromise for a slightly larger lot coverage can be made on the condition that the present height, under By-law 1-88, is substantially lowered;
- this unique, old subdivision in the heart of Maple deserves this consideration and would then be preserved for young and old alike who would prefer to live in this tranquil, spacious, matured treed area;
- the building height presently allowed by the By-law destroys the ambiance of our neighbourhood and takes away privacy, sunlight;
- keep the neighbourhood as a bungalow community;
- City Staff commented that "increases in allowable lot coverages and building heights in these areas will negatively impact the goal of the heritage conservation district, being the retention of heritage/village streetscapes through controls over building mass, form & architectural preservation." Any increases in lot coverage & building heights should be kept to a minimum to help retain historic village streetscape design & built form; and
- a petition of 76 home owners was submitted supporting a reduction to the height standard (top of roof) to between 6.1m-9.14m; also, most supported the current lot coverage of 20%, with some supporting an increase to 25%.

Analysis

Staff conducted a survey of other municipal by-law standards, compiled a list of Committee of Adjustment applications proposing increased lot coverage and polled a number of architects and the City's Building Standards Department to assess the need for amendments to the permitted lot coverage and building height.

1. Municipal Standards Survey

Five municipalities were surveyed to determine the large lot zoning standards in comparison to Vaughan's standards. Table 1 below and the following, provide a summary of the findings:

- the maximum lot coverage is 33.33% to 35% in three of the other five municipalities;
- no municipality had a maximum building height specifically for a one-storey building; and
- given the variety of lot frontage and area standards, an average of permitted ground floor area (including the garage) was calculated to provide a comparison (second storeys would double the size of the unit permitted); Vaughan's floor area was the smallest at 169m², compared to the average of 307.5m².

TABLE 1: MUNICIPAL ZONING STANDARDS FOR SIMILAR LARGER LOTS

Municipality	Minimum Lot Frontage	Minimum Lot Area	Maximum Lot Coverage	Maximum Building Height	Approximate G.F.A of a one-storey dwelling
Vaughan	30.0m	845m ²	20%	9.5m	169m ² (1819ft ²)
Richmond Hill	30.0m	1393.5m ²	20%	10.67m	278.7m ² (3000ft ²)
Town of Caledon	27.0m	650m ²	35%	10.5m	227.5m ² (2449ft ²)
Mississauga	30m	1850m ²	35%	10.7m	647m ² (6970ft ²)
Brampton	22m	882m ²	25%	7.6m	220.5m ² (2373.5ft ²)
Markham	22.86m	905.78m ²	33.33%	9.8m	301.9m ² (3250ft ²)
Average			28%	9.8m²	307.5m²

2. Vaughan Committee of Adjustment

The number of variance applications requesting larger lot coverages has been increasing. Table 2 and the following summary, reflect the results of an average sample of 35 variance applications.

- the applications propose increases in the maximum 20% lot coverage ranging from 20.8% to 29.36%, with an average of 23.7%;
- the Committee of Adjustment has granted variances ranging from 20.8% to 26.15%, with an average of 23.15%;
- three applications requesting lot coverages of 26.88% - 29% have been refused;
- variance approvals were not based on either a one or two-storey residence; and

- applications for variances as high as 33% have been submitted.

**TABLE 2: COMMITTEE OF ADJUSTMENT APPLICATIONS
RIV Old Village Residential – Variances for relief to increase the required lot coverage**

YEAR	NUMBER OF APPLICATIONS	LOT COVERAGE	LOT COVERAGE GRANTED
2001-2003	35	20.8% - 29.36%	20.8% - 26.15%
AVERAGE	35 applications heard; 7 were either adjourned or refused	23.7%	23.15%

Official Plan

The Official Plans designate the R1V Old Village Residential areas as “Low Density Residential”. The policies provide that development within these areas shall be compatible with the existing character in terms of physical form and scale. Also, development in older established residential areas of historic, architectural or landscape value shall be consistent with the overall character of the area.

Any amendments to the R1V zone standards being considered must continue to, or improve upon, the implementation of these Official Plan policies.

Zoning By-law 1-88

Section 2.0 of By-law 1-88 defines Lot Coverage as follows:

“Means the percentage of the lot area covered by all buildings and structures above ground level, including accessory buildings, provided that the area of buildings shall be measured to the exterior of the outside walls, and shall not include projections such as eaves or decks which are not covered and not enclosed.”

Currently, lot coverage cannot exceed 20% in the R1V Zone, as per By-law 1-88. Lot coverage is measured at the footprint of the building(s), notwithstanding the permitted height of the building.

Throughout the residential zones in By-law 1-88 applicable to the original Vaughan communities, the permitted lot coverage increases as the size of the lots decreases, to achieve a dwelling size which is proportional to the lot area. However, the by-law standards applicable to the new urban villages of OPA 600 do not include a lot coverage standard, but rather, use setbacks to control unit size.

Section 2.0 of By-law 1-88 defines Building Height as follows:

“Means the vertical distance between the average elevation of the finished grade at the front of the building, exclusive of any artificial embankment, berm or raising of grades, in excess of the limits set out below, and;

- i) in the case of a flat roof, the highest point of the roof surface;
- ii) in the case of a mansard roof, the highest point on the roof surface;
- iii) in the case of a gable, hip or gambrel roof, the mean height between the eaves and the highest point of the roof;

exclusive of any accessory roof construction such as chimney, tower, steeple, elevator, mechanical room, or television antenna. For the purpose of this definition, the front of the building is deemed to be the wall containing the main entrance...”

Throughout the residential zones of By-law 1-88, the maximum building height is either 9.5m or 11m. The R1V Zone is subject to a 9.5m building height.

Lot Coverage

The R1V Zone generally represents older suburban plans within Vaughan's community areas, with lots having 30m(100ft) frontage and up to 90m(300 ft) depth, and developed generally with bungalows on private septic services. Over time, there has been an effort to protect these areas from severances and more intensive redevelopment. The outcome has been the gradual replacement of the original bungalows with larger scale homes, more proportional to the size of the lot, now on full services.

Under R1V zone standards, the 20% coverage applied to the minimum lot area of 845m² (9095 sq ft) would yield a maximum footprint of 169m² (1819 sq. ft). As this bungalow floor area would not seem reflective of the size and value of the lot, the current lot coverage would tend to encourage the choice of a 2 or 2½ storey house to maximize the potential of the lot upon second generation development. Consequently, it could be concluded that the current by-law standards actually serve to discourage bungalows, which would be a desirable housing form in keeping with the character of the R1V neighbourhoods.

As evidenced by the number of Committee of Adjustment applications, there is a demand for increased lot coverage in the R1V areas. For example, on the minimum 845m² R1V lot, a 26% coverage would achieve 220m² (2365 sq. ft) of ground floor area. The additional 6% increase (from 20% to 26%) in lot coverage would yield an additional 50.7m² (545.7 sq. ft) of ground floor area for one-storey (bungalow) dwelling units.

Among the municipalities surveyed, Vaughan was the most restrictive large lot zoning, limited to a gross floor area of 169m², compared to others up to 647m², with an average of 307.5m². Consequently, an increase to 26% coverage in the R1V Zone would not appear to be unreasonable to achieve a house size commensurate with the size of the lot.

Building Height

The other municipalities generally permit a higher coverage and height, and do not relate coverage to height. Concerns have been expressed that, just increasing the lot coverage will result in the introduction of even larger 2-storey homes on R1V lots. As such, Staff have considered the merits of a corresponding reduction in maximum building height for bungalows only.

Staff consulted with the Building Standards Department and some architectural firms that deal with residential dwellings in Vaughan. The Building Standards Department calculated that a 7.0m maximum building height would enable a basement and a first storey with a large peaked roof, which could accommodate a loft. The architectural firms suggested a range of 6.5m to 7.5m. The petitions received from neighbouring landowners suggested height to ranging from 6.1m to 9.14m, the average being 7.5m.

As such, it is recommended that a maximum height of 7.0m be applied whenever a lot is being redeveloped for a bungalow at a coverage between 20% and 26%. This should have the desirable affect of encouraging more bungalows in the R1V neighbourhood.

Relationship to Vaughan Vision 2007

The revisions to the R1V Old Village Residential Zones will facilitate a wider variety of housing types. This initiative is consistent with the Section 4.7 - Implement OPA 600, as it encourages a housing supply with a mix of unit types.

Conclusion

Staff has reviewed the information collected and have considered options, with a goal to achieve the following:

- address the concerns of residents;
- reduce the number of applications before the Committee of Adjustment;
- provide standards that are comparable with other municipalities; and,
- provide for an appropriate lot coverage and building height that would facilitate development which is compatible with the established houses and the character of the area.

Staff have concluded that appropriate amendments to the current standards would be an increase in the maximum lot coverage to 26%, with a corresponding decrease in maximum building height to 7.0m. This would have the effect of limiting the building form to a bungalow on a lot where the option for additional coverage is chosen.

To this end, Staff recommends that a by-law amending the coverage and height standards in the R1V Old Village Residential Zone be prepared and brought forward to a future Council meeting for enactment. Should the Committee concur, the recommendation contained within this report can be adopted.

Attachments

1. Kleinburg R1V Zones
2. Woodbridge R1V Zones
3. Concord R1V Zones
4. Maple R1V Zones
5. Thornhill R1V Zones (South)
6. Thornhill R1V Zones (North)

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Respectfully submitted,

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Attachment

1

FILE No.:
Z.03.009

February 26, 2003

City of Vaughan

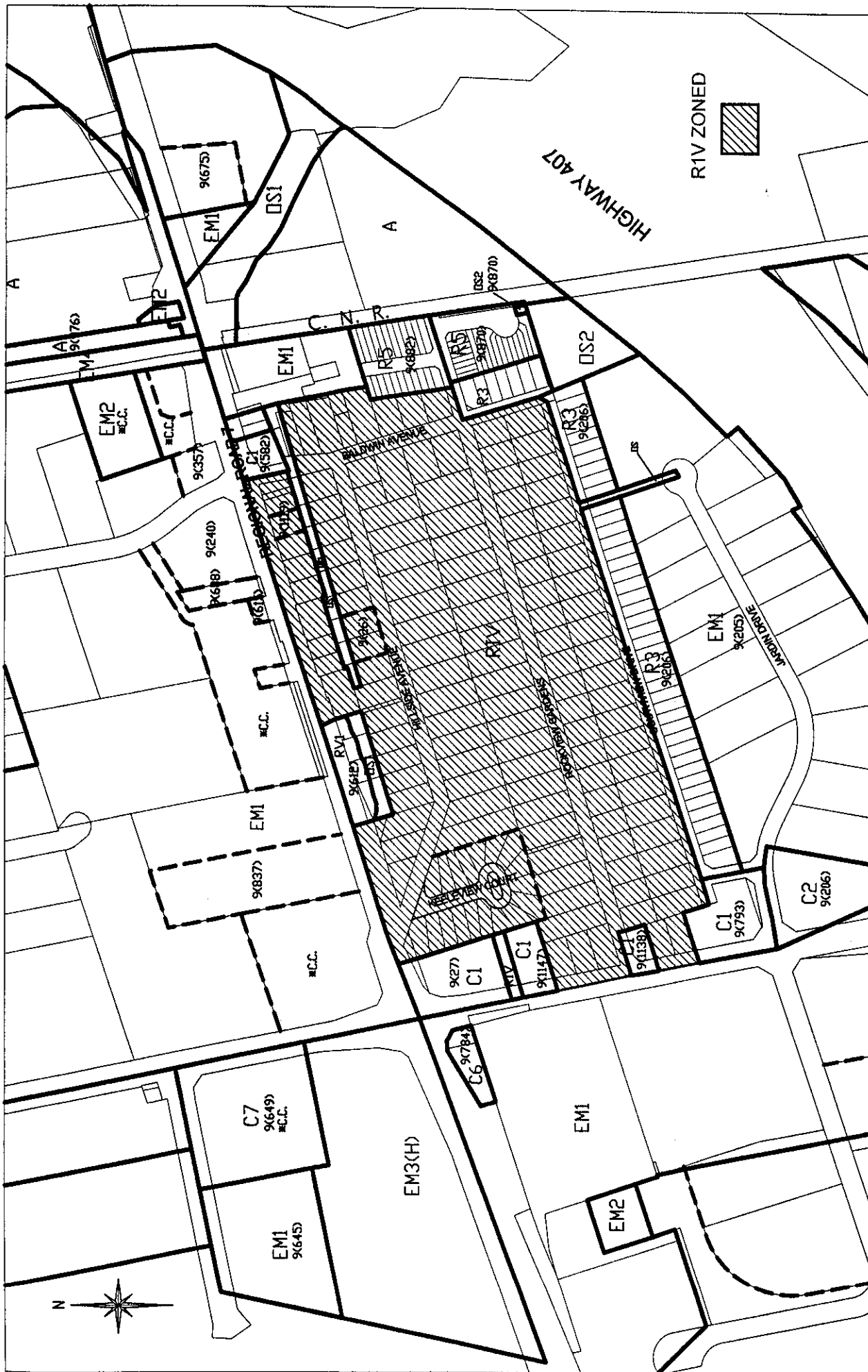
Community Planning Department

Kleinburg R1V Zones

Lot 23,
Concession 8

Not to Scale

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Attachment 3

FILE No.: Z.03.009

February 26, 2003



Community Planning Department

Concord R1V Zones

Lot 5, Concession 3

Not to Scale

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R1V ZONED


Maple R1V Zones

Lots 19 & 20,
 Concession 4
 Not to Scale

CITY OF Vaughan

Community Planning Department

Attachment

4

FILE No.:
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February 26, 2003



TOWN
OF
MARKHAM

R1V ZONED



Thornhill R1V Zones (South)

Part Lots 4 - 6,
Concession 1
Not to Scale

CITY OF
Vaughan

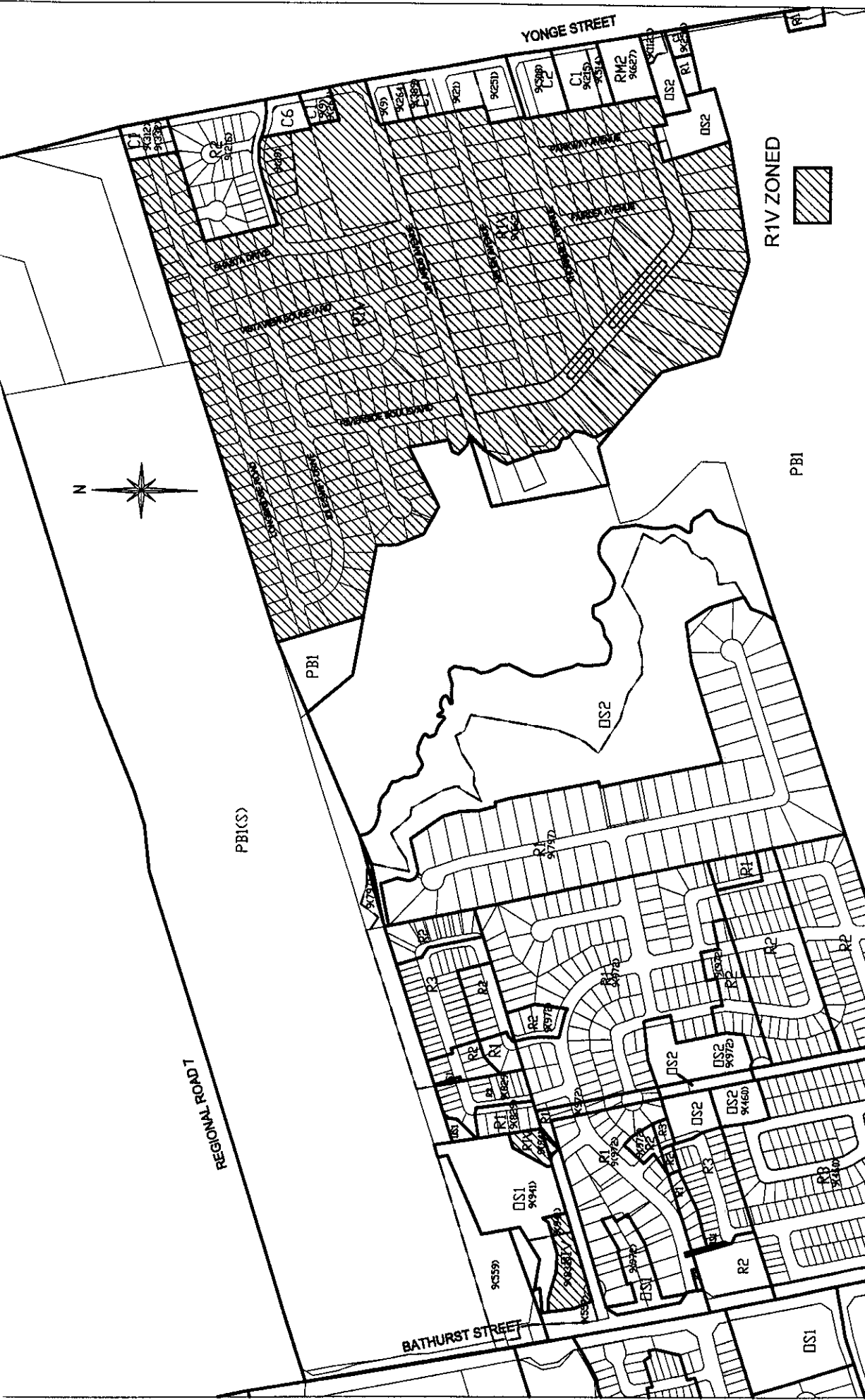
Community Planning Department

Attachment

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Thornhill R1V Zones (North)

Part Lots 9 & 10,
Concession 1

Not to Scale



Community Planning Department

Attachment

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