



**ATTAINABLE
AND SUPPORTIVE
HOUSING**



















EXECUTIVE SUMMARY

The City of Brampton is preparing a new Official Plan to guide growth and development over the next 30 years. The new Official Plan, titled “**Brampton Plan**”, builds on the extensive work completed through the 2040 Vision.

A component of the Brampton Plan project involves studying issues in more detail, as identified through the work on the 2040 Vision, or identified through engagement with Council, stakeholders, and the public. To ensure these issues are appropriately addressed and considered through the development of policy, seven Discussion Papers are being prepared, which generally align with the themes and findings of the Brampton 2040 Vision. These Discussion Papers are noted below and represent a starting point for generating discussion about general policy issues that will be addressed in subsequent phases of the Brampton Plan Project. Brampton Plan comprises five phases, with multiple opportunities for residents to engage with the City and shape the future of Brampton’s growth.

		Arts and Cultural Heritage
		Attainable and Supportive Housing
		Natural Environment, Climate Change & Resiliency
		Implementation of the Growth Management Framework and Official Plan Structure
		Employment and Retail
		Transportation and Connectivity
		Urban Design, Open Spaces and Recreation

Focus Areas of the Official Plan Review

While there are seven distinct Discussion Papers, the themes within each paper often connect with concepts or ideas discussed in another paper. The Discussion Papers are also written through a lens of accessibility, diversity, sustainability and inclusion to ensure the recommendations consider multiple perspectives and raise awareness related to socio-economical issues impacting City of Brampton residents.

This Discussion Paper examines **Attainable and Supportive Housing** and is intended to be an opportunity to engage in a discussion on key housing issues that should be considered in Brampton’s new Official Plan (Brampton Plan) land use planning policies and by-laws. The recent activity on housing policy in Brampton, including the endorsement of the City’s housing strategy ‘Housing Brampton’, provides clear direction from Brampton City Council on many topics. This discussion paper highlights areas where additional community engagement will enable creation of specific policies in Brampton Plan which will achieve the long-term goals of Housing Brampton in the context of provincial and regional legislation.

This discussion paper presents:

- Housing need and gaps in Brampton;
- The roles of various levels of government in housing issues;
- The current and planned housing policy context in Brampton;
- Key directions from Housing Brampton;
- Housing Interests for focused policy formulation; and





- Best practices in the areas of the key interests.

Creating a supportive policy environment is key to the success of Housing Brampton. Official planning documents and development regulations need to clearly articulate and complement the Vision and Principles of Housing Brampton. Policy focus areas have been identified in Housing Brampton for detailed review through the Brampton Plan development and engagement process.

Through engagement on the following key Housing Interests, policies will be created that align with Housing Brampton and its ongoing initiatives.

- **Increase in Purpose-built Rental Housing**
- **Use of Public Land for Housing**
- **Attainable Home Ownership Options**
- **Clear Housing Targets**

This is a starting point for generating discussion about implementing Housing Brampton through policy recommendations and addressing Attainable and Supportive Housing objectives. A Policy Directions Report will follow and will outline detailed changes proposed for inclusion in Brampton Plan.

The directions and recommendations presented in this discussion paper will be refined through subsequent consultation with the public. Engagement opportunities for a full range of stakeholders to provide input and perspective on these policy issues will be available in the coming months.

Discussion Papers pertaining to each of the Brampton Plan Focus Areas can be accessed online at the Brampton Plan project website: [Brampton.ca/BramptonPlan](https://brampton.ca/BramptonPlan).

Let's Connect!

Comments and feedback on the Discussion Papers can be provided on the [Brampton Plan project website](https://brampton.ca/BramptonPlan) or emailed to opreview@brampton.ca.





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1 INTRODUCTION

1.1 Background

The current City of Brampton Official Plan (the Official Plan) was adopted by Council in 2006 and approved by the Ontario Municipal Board in 2008. In October 2013, City staff received direction from the Planning and Development Committee to initiate a scoped review of the Official Plan. However, in 2017, the scoped review was put on hold pending the outcome of the “Brampton 2040 Vision: Living the Mosaic” (the 2040 Vision) process. Commencing in Fall 2017, the 2040 Vision process broadly engaged residents and stakeholders across the community to foster public discussion about the future of Brampton. Following this extensive engagement, the City’s 2040 Vision was endorsed by City Council in June 2018.

The City’s Official Plan Review was subsequently re-launched in Fall 2019 to build on the work completed through the 2040 Vision and to prepare a new Official Plan (hereinafter referred to as ‘Brampton Plan’) to guide growth and development over the next 30 years.

The drivers for undertaking a review of the Official Plan is three-fold:

Driver #1: Provincial Policy Consistency and Conformity

First, the City is required to review its Official Plan in accordance with the requirements of the *Planning Act* to ensure consistency with the *Provincial Policy Statement*, 2020 and to ensure conformity with the *Growth Plan for the Greater Golden Horseshoe*, including Amendment 1 (2020), applicable Provincial Plans, and the Region of Peel Official Plan.

Driver #2: Region of Peel Official Plan Conformity

Second, the Region of Peel initiated the Peel 2041+ Municipal Comprehensive Review (MCR) to bring the Regional Official Plan (ROP) into conformity with the current Growth Plan and guide the Region’s population and employment growth to 2051. Brampton Plan is required to conform to the ROP.

Driver #3: Reflecting the 2040 Vision

Third, the 2040 Vision is intended to re-imagine Brampton to 2040 and proposes a future structure of the community, including areas of growth and intensification that respond to the seven key focus areas of the Vision. The 2040 Vision provides guidance for new Brampton Plan policy and sets overarching objectives for community and stakeholder engagement.

To Learn More

The Regional Official Plan is currently under review! Email [Regional Planning and Growth Management](#) to join their stakeholder list, stay up to date on upcoming meetings, and submit comments.

1.2 What is an Official Plan?

Official Plans are developed under a framework established by the Province of Ontario to ensure that short-and long-term growth is coordinated in a manner that meets local social, economic, built





and natural environment needs and aspirations. Municipal Official Plans must be consistent with the **Provincial Policy Statement, 2020** (PPS, 2020) issued under the **Planning Act**, and must conform to, or not conflict with any applicable Provincial and Regional Plans, including the **A Place to Grow: Growth Plan for the Greater Golden Horseshoe, 2020** including amendment 1 (the Growth Plan), the **Greenbelt Plan, 2017** and the Region of Peel Official Plan, as they relate to the City of Brampton.

These overarching policy documents provide direction to the City on land use planning matters. Overall, Official Plan policies establish:

- How to promote economic development and develop community improvement initiatives;
- How to protect and conserve cultural heritage resources;
- How to protect and enhance the city's environmentally sensitive areas;
- Where new housing, industry, offices and shops will be located;
- What community infrastructure, such as roads, transportation, utilities, parks, trails and schools will be needed to accommodate growth and develop healthy and sustainable communities; and
- Where, and in what order, different parts of the community will grow.

The development of Brampton Plan offers an opportunity to adopt a contemporary and strategic set of policies that will guide growth and development over the planning horizon and direct physical change and its affects on the social, economic, built, and natural environment of the city.

1.3 Brampton Plan Program

The Brampton Plan process will be completed across five phases. An overview of the project timeline, including the purpose of the different phases is presented in Figure 2 and listed below. Each phase of this project is associated with major deliverables and tailored consultation and engagement tactics.

The Brampton Plan work program includes the following phases:

Phase 1 – Background Review & Community Engagement Strategy

- To introduce the project to the community and undertake a review of relevant background information.

Phase 2 – Test the Vision & Development Growth Scenarios

- To assess and identify growth scenarios to contribute to the development of population and employment forecasts.

Phase 3 – Policy Analysis and Community Structure

- To review existing Official Plan policy and confirm conformity with Provincial policy and plans. An updated community structure is proposed, and community and stakeholder meetings are being held to obtain feedback on the draft community structure.

Phase 4 – Discussion Papers and Policy Recommendations (current phase)

- To prepare Discussion Papers to organize City priorities regarding emerging planning issues and report back on community feedback. A Policy Directions Report will also be prepared to



assess new and emerging planning policy and research on directions for the policies and schedules of Brampton Plan.

Phase 5 – Draft Brampton Plan

- To undertake the technical writing, reviewing, testing, and implementation of updates to Brampton Plan based on work completed to-date.

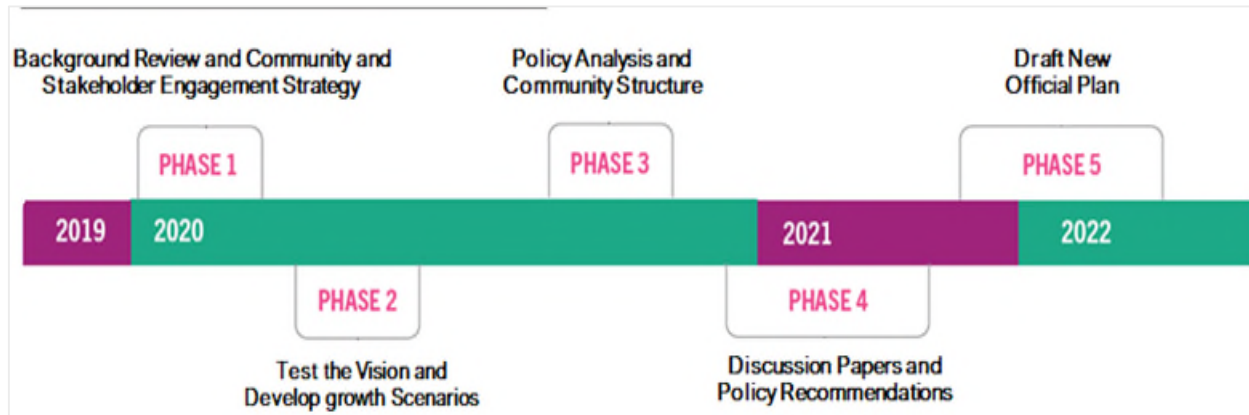


Figure 1: Brampton Plan project timeline

1.4 What is a Discussion Paper?

The current phase of the development of Brampton Plan includes the release of seven topic-based Discussion Papers, which align with the themes and findings of the Brampton 2040 Vision.

The papers are meant to get readers thinking about solutions for solving problems and charting a course for the city’s future. The Discussion Papers set the stage for subsequent policy direction.

Some things to consider when reading the papers, include:

- Has the project team accurately captured the issues of importance to the city?
- Given this information, how do you see the city best developing and responding to current and potential future issues over the next 30 years?
- What ideas/solutions come to mind when reading the information?

Let’s Connect!

Comments and feedback on the Discussion Papers can be provided on the [Brampton Plan project website](#) or emailed to opreview@brampton.ca.





1.5 Purpose of this Discussion Paper

Building on the work completed in 2019 and 2020, seven Discussion Papers are being prepared as the first deliverable of Phase 4 of Brampton Plan work program to guide focused subject matter reviews. Deliverables of the first phases of Brampton Plan process included the following:

- **Document Review and Gaps Analysis**, to understand key gaps and topics that need to be addressed in Brampton Plan;
- **Policy Benchmarking Exercise**, to ensure that recent policy changes at the Provincial and Regional levels have been accounted for and their implications understood.
- **Policy Conformity Matrix**, to identify specific policies in the current Official Plan and determine how they meet the requirements of Provincial and Regional Policy;
- **Preliminary City Structure**, which was presented for community input; and,
- **Secondary Plan Consolidation Strategy**, to understand the role of Secondary Plans in Brampton Plan.

Building upon work completed in earlier phases of Brampton Plan process, Discussion Papers are themed according to seven (7) areas that are identified in Figure 2.

While there are seven specific Discussion Papers, the themes within each paper are not exclusive and often connect with concepts or ideas discussed in another paper. These papers are also written with accessibility, diversity, sustainability and inclusion lenses to ensure the policy recommendations are prepared taking into account multiple perspectives and to raise awareness related to socio-economical issues impacting City of Brampton residents.

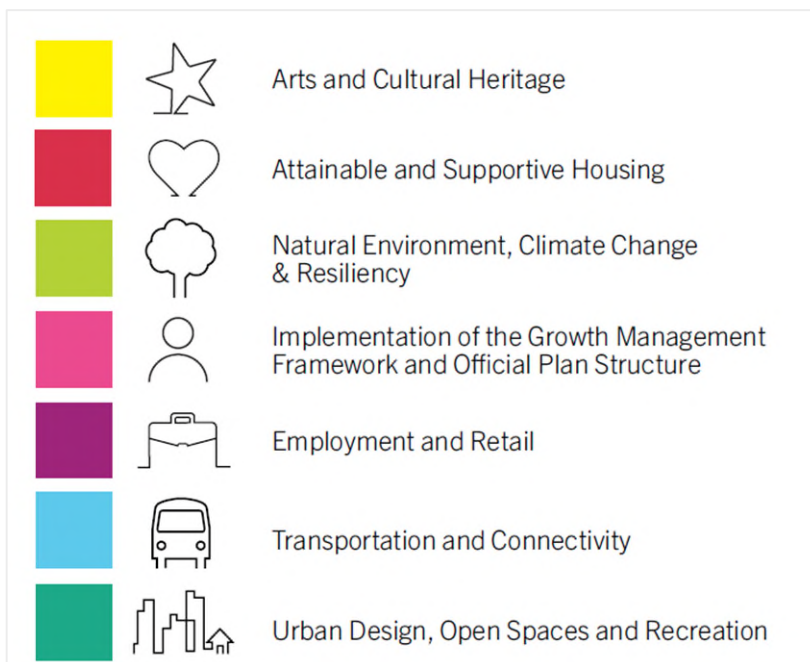


Figure 2: Focus Areas of the Official Plan Review

This Discussion Paper examines **Attainable and Supportive Housing** and is intended to be an opportunity to engage in a discussion on key housing issues that should be considered in Brampton's new Official Plan (Brampton Plan) land use planning policies and by-laws. The recent endorsement of Housing Brampton provides clear direction from Brampton City Council on many topics. This discussion paper highlights areas where additional community engagement will enable creation of specific policies in Brampton Plan which will achieve the long-term goals of Housing Brampton in the context of provincial and regional legislation.



This discussion paper presents:

- Housing need and gaps in Brampton;
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1.6 Housing Continuum

The Canada Mortgage and Housing Corporation (CMHC) defines the housing market as a continuum or system where housing supply responds to a range of housing need¹.

Due to demographic, social, economic, and geographic factors which impact housing need and demand, the private housing market does not always meet the full range of housing need in a community. This is particularly true for individuals and families with low and moderate incomes or for persons with unique housing and support needs.

It should be noted that the housing continuum is not linear. People can move back and forth along the continuum through different stages of their lifetime. For example, a young couple may start in affordable rental housing when they settle in the community, move to ownership housing as they expand their family, then downsize into a market rental unit during retirement, and move into supportive housing in their old age. As such, it is important for each community to have an adequate supply of housing options within the housing system.



Figure 3: Peel Region Housing Continuum

¹ Canada Mortgage and Housing Corporation (2018). About Affordable Housing in Canada. Accessed from: <https://www.cmhc-schl.gc.ca/en/developing-and-renovating/develop-new-affordable-housing/programs-and-information/about-affordable-housing-in-canada>



The different elements of the housing system are described below²:

Homelessness

The condition of being without long-term accommodation.

Emergency Shelters

Short-term accommodation intended for 30 days or less for individuals experiencing homelessness.

Transitional Housing

Longer-term (generally for up to one year) program-based housing that provides families and individuals with supports to help stabilize them to find and maintain permanent stable affordable housing. Residents must participate in personal capacity-building programs throughout their stay.

Social housing (“rent-geared-to income”)

Housing for individuals with low to moderate incomes provided in a public, non-profit purpose built rental or co-operative housing development. Social housing can also be provided in private rental units through a rent supplement agreement.

Subsidized Rental

Affordable housing that is developed with some funding from government sources.

Affordable Rental Housing

Rental housing which is considered affordable is the least expensive of the following two calculations:

- a rental unit where the rent does not exceed 30% of gross annual household income (for low- and moderate-income households); or,
- a rental unit where the rent is at or below the average market rent of a unit in the regional market area.

Affordable Ownership Housing

Ownership housing considered affordable is the least expensive of the following two calculations:

- the purchase price of a home results in annual accommodation costs which do not exceed 30% of gross annual household income (for low- and moderate-income households); or,
- the purchase price of a home is at least 10% below the average purchase price of a resale unit in the regional market area.

² National Housing Strategy Infographic and Glossary of Terms. Accessed from:
<https://www.placetocallhome.ca/pdfs/Canada-National-Housing-Strategy-Infographic.pdf> and
<https://eppdscrmssa01.blob.core.windows.net/cmhcprodcontainer/files/pdf/glossary/nhs-glossary-en.pdf?sv=2017-07-29&ss=b&srt=sco&sp=r&se=2019-05-09T06:10:51Z&st=2018-03-11T22:10:51Z&spr=https.http&sig=0Ketq0sPGtnokWOe66BpqguDljVgBRH9wLOCg8HfE3w=>





Market Rental Housing

Market rental housing is rental units in the private rental market and include purpose-built rental units as well as units in the secondary rental market, such as second suites and rented single detached dwellings.

Market Ownership Housing

Market ownership housing refers to ownership units priced at market values and purchased with or without a mortgage but without any government assistance³.

Supportive Housing

Supportive housing is affordable and accessible residential accommodation within an environment that provides individual-based supports and services to persons who require them to live independently. Individual-based supports and services can include assistance with activities of daily living, assistance with medical care, and other community-based supports.

1.6.1 What is Attainable Housing?

For the purposes of this report, attainable housing is defined as housing which is not subsidized but that is affordable for households with moderate incomes (generally not requiring more than 30% of gross household income to cover shelter costs).

³ This does not include any mortgage insurance a household might have purchased through CMHC to access lower down payment requirements.





2 KEY HOUSING GAPS

Brampton is expected to be a city of 1 million people by 2051 and Brampton’s growth forecast will account for most of the population growth in Peel Region over that period. Strong population growth, demonstrated by these trends, will increase demand for housing in Brampton. As a result of the continued growth and rising demand over the last decade, the rise in housing prices has far outpaced the rate of growth in household income and housing supply. These dynamics have contributed to a housing affordability crisis in Brampton.

The key housing gaps summarized in this section of the report are based on the findings from ‘Housing Brampton’, Brampton’s housing strategy and action plan. It includes an assessment of housing market conditions and identifies housing challenges and gaps along the housing continuum.

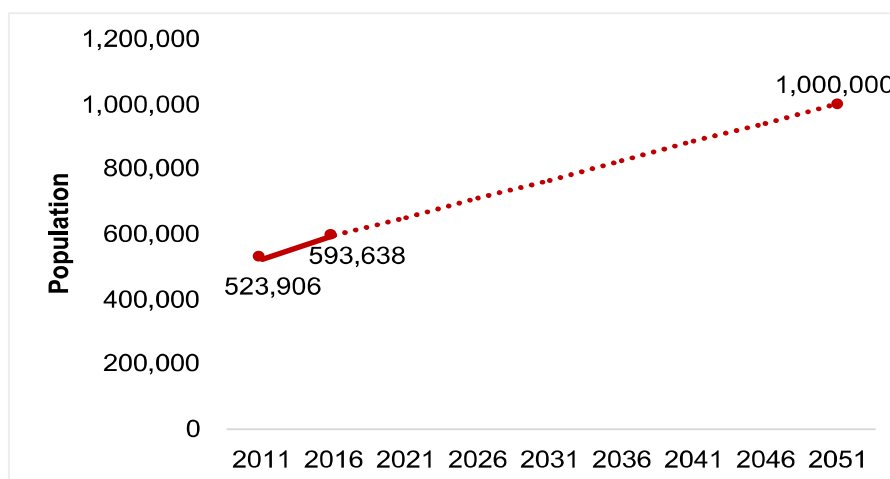
2.1 Housing Demand & Demographics

Population and household characteristics are important elements which influence housing need in a community. This section looks at the demographic and socioeconomic trends and characteristics in Brampton and how these affect the need for housing.

KEY FINDINGS: Housing Demand & Demographics

- With an average population growth rate of approximately 4.0% annually between 2001 and 2016, Brampton has been one of the fastest growing municipalities in Canada. According to population forecasts prepared as part of the comprehensive review and update of Brampton’s Official Plan, Brampton’s population should reach approximately one million people by 2051, an increase of about 400,000 from its 2016 level of 593,638.

Figure 4: Population Forecasts: Brampton; 2011-2051



Source: Statistics Canada Community Profiles: 2016; The City of Brampton: 2020.





- The number of households in Brampton is also forecasted to increase. By 2051, the total number of households is expected to reach 324,800 (an increase of 156,900 households).
-
- In 2019, the average annual household income was \$106,595 in Brampton. Since 2000, incomes have increased by 37%.
-
- Persons living alone, youth households, seniors, lone parents, and recent immigrants have the highest share of households with low incomes and some of the lowest share of households with high incomes in Brampton. Couples with children, multiple and other family households, as well as larger households are less likely to have low incomes.
-
- Smaller households tend to have lower incomes, and as the number of persons in a household increases, incomes tend to increase correspondingly.

Figure 5: Household Income Deciles by Household Type: Brampton; 2016

		Low Income	Moderate Income	High Income
Household Type	Youth (25 years or less)	75%	18%	8%
	Persons living alone	71%	23%	6%
	Recent Immigrant Households	51%	32%	17%
	Lone parents	51%	32%	18%
	Seniors (65 years or more)	46%	26%	27%
	Two or more persons household (non-family)	39%	34%	27%
	Indigenous Households	35%	29%	35%
	Immigrant Households	30%	31%	39%
	Households with a Person with a Disability	28%	29%	43%
	Couples without Children	33%	32%	35%
	Couples with Children	21%	31%	48%
	Large families (5+ persons)	14%	30%	56%
	Multiple & Other Family Households	11%	29%	59%
Household Size	One person	71%	23%	6%
	Two persons	38%	32%	30%
	Three persons	27%	32%	41%
	Four persons	21%	31%	49%
	Five persons	18%	32%	50%
	Six or more persons	9%	28%	63%

Source: Statistics Canada Custom Tabulation data: 2016.





- Renters in Brampton are also more likely to have low incomes compared with households that own their home.

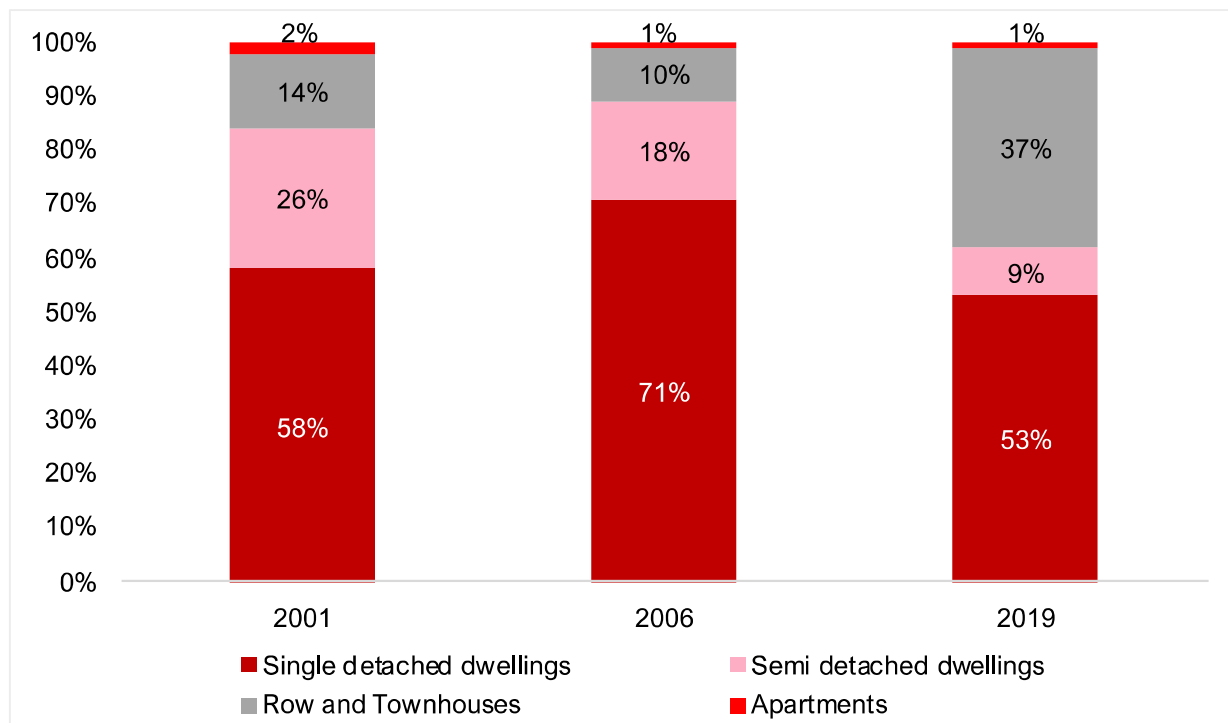
2.2 Housing Supply

Housing supply is measured by the available housing options in a community. An important aspect of assessing housing supply is to compare recent housing activity to housing need. This allows an examination of the extent to which housing supply matches housing need and helps identify any gaps in the current housing supply.

KEY FINDINGS: Housing Supply

- Since 2001, single-detached units have made up the largest share of the new housing completions in Brampton (58% of the new housing completions in 2001, and 53% in 2019). Although single-detached dwellings are most common, the number of townhouse completions have increased since 2006 and are nearing the proportion of single-detached units (10% of the new housing completions in 2006, and 37% in 2019). There is, therefore, an increased demand for townhouses and other medium and higher density housing types in Brampton.
- Furthermore, established low density suburban areas are experiencing intensification in the form of additional residential units (secondary suites) and lodging houses due to the lack of affordable housing.

Figure 6: Housing Completions by Dwelling Type: Brampton; 2001, 2006, 2019

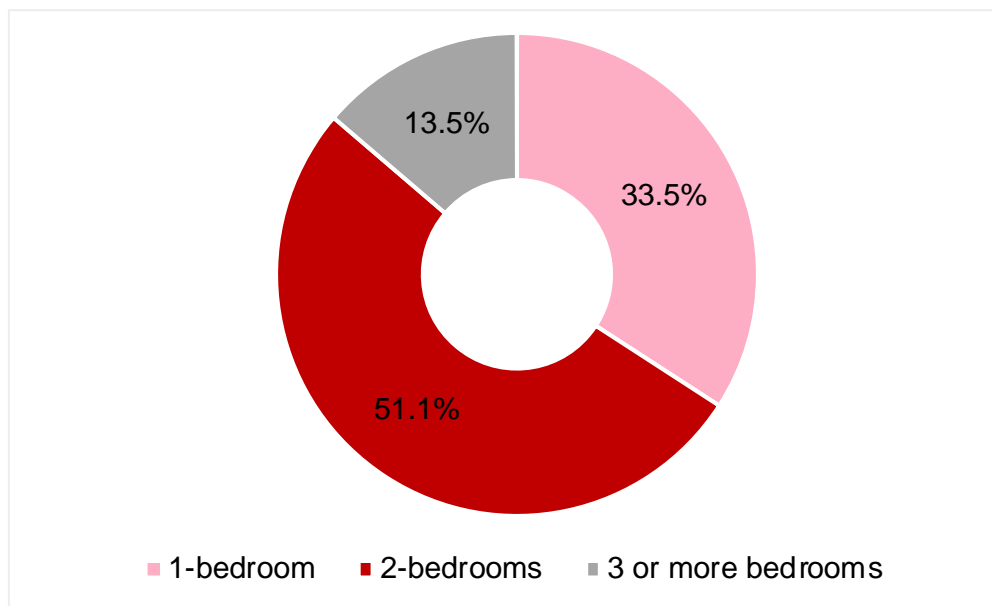


Source: CMHC Information Portal; 2001, 2006, 2019.



- According to building permit data from 2019, apartments will make up a larger share of the housing supply in the future. This will continue to drive the development of Brampton's higher density residential market. Most of the recently proposed high-density developments will be located in areas serviced by proposed public transit as well as improved transit service at existing GO Stations.
- Data indicates that the demand for non-market housing units (such as emergency shelters, transitional and community housing) in Peel is strong and increasing. One indicator of non-market housing need is the Region's Centralized Waitlist (CWL) for community housing. Of the households on the CWL, 26% are from Brampton, which is lower than Brampton's 39.1% proportion of the households in Peel. However, the number of households on the CWL have been increasing in previous years, indicating that more housing supply that is affordable to households with lower incomes is required to keep up with demand.
- Of all the housing supply in the primary rental market in 2020, the most common unit size was 2-bedroom units (51.1%), followed by 1-bedroom units (33.5%). Only 13.5% of the total purpose-built stock consisted of 3-bedroom units or larger in 2020.

Figure 7: Primary Rental Market Units by Unit Size: Brampton; 2020



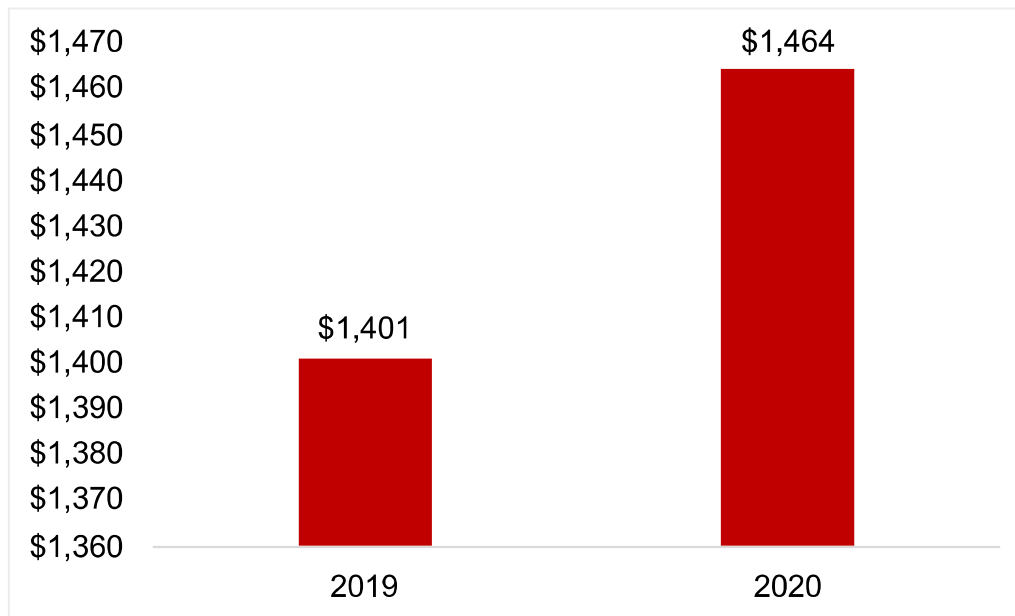
Source: CMHC Information Portal; 2020.

- The need for rental housing has been increasing in Brampton. Since 2014, the vacancy rate for purpose-built rental housing has remained below 2.0% according to the CMHC rental survey (a healthy vacancy rate is between 3% and 5%) until very recently. In 2020, however, the vacancy rate increased slightly to 2.4%. An environment where vacancies in the rental market are extremely low results in limited choice for households and often means demand outweighs supply. In this market condition, landlords have the opportunity to increase rents above inflationary levels due to the imbalance between supply and demand. The average market rent for a primary rental unit was \$1,401 in 2019. In 2020, the average market rent increased by 4.5% to \$1,464. In comparison, the rate of inflation only increased by 0.7% over that same period. This demonstrates that rents are becoming more unaffordable to households.





Figure 8: Primary Rental Market Average Rents: Brampton; 2019 - 2020



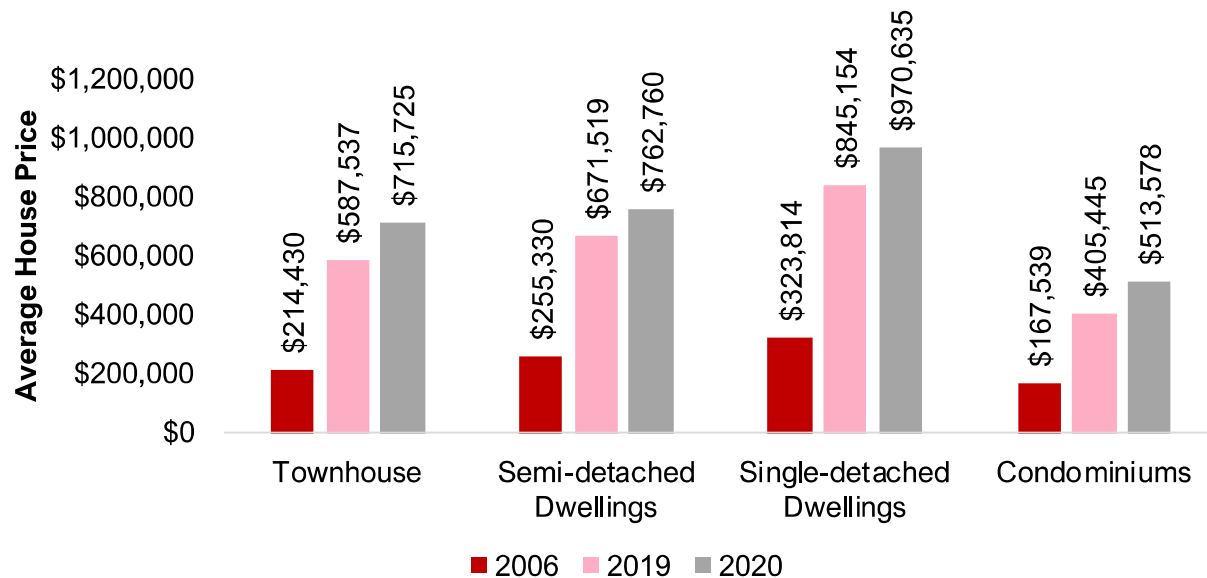
Source: CMHC Information Portal; 2019, 2020.

- In Peel, 28.4% of condominium units were being rented out in the secondary rental market in 2019. Although the secondary rental market provides a good supply of rental housing, the average market rent for these units is typically higher than in the primary market. In 2019, the average rent for a unit in the secondary rental market was \$2,201, which is an increase of 15.0% from 2018. This year-over-year increase far exceeds Provincial rental increase guidelines and increases in the average rents in the primary market.
- Furthermore, the vacancy rate of units in the secondary rental market has been approximately 1.0% or lower in recent years. While recent changes in Provincial legislation offer more protection for tenants in the secondary rental market, the trends in vacancy rates and average rents suggest that this rental housing supply is still less stable than the primary rental market.
- All dwelling types have experienced a large increase in prices over recent years. The price of townhouses increased by approximately 234% from 2006 to 2020 (\$715,725 in 2020), condominiums increased by 207% (\$513,578), single-detached dwellings by 200% (\$970,635), and the price of semi-detached dwellings increased by 199% (\$762,760). These increases far exceed the increase in incomes.





Figure 9: Average House Prices by Dwelling Type: Brampton; 2006 - 2020



Source: TRREB Market Watch; 2006 - 2020.

2.3 Housing Affordability

Housing affordability is an important factor in the well-being of all residents and an adequate supply of affordable housing greatly contributes to the creation of healthy and economically prosperous communities. This section examines the housing affordability in Brampton by looking at the proportion of income households spend on shelter and by comparing what households can afford to average house prices and rents. Of note is that this analysis does not include the energy costs required for living in a unit, costs which can contribute to housing unaffordability.

KEY FINDINGS: Housing Affordability

- Thresholds indicate the limit of affordability for households with low and moderate incomes. For the Region, the 2020 affordable ownership threshold was \$438,306, an increase of 4% from 2019. Whereas the affordable rental threshold was \$1,503; an increase of 6% from the previous year. In 2020, on average, housing related costs in Brampton exceed the affordability threshold for ownership and rental housing and are considered unaffordable.
- In 2019, 70% of households with low incomes in Brampton experienced housing affordability issues (spending 30% or more on shelter). Furthermore, approximately 38.5% of households with low incomes experienced severe housing affordability issues and spent more than 50% of their income on shelter costs. For households with moderate incomes, 35.7% experienced affordability issues. A small percentage of households with moderate incomes had severe housing affordability issues, and only a small proportion of households with high incomes were facing housing affordability issues.



Figure 10: Affordability Thresholds Compared to Average Market Prices: Brampton; 2020

	2020		2020
Affordable Ownership Threshold	\$438,306	Affordable Rental Threshold	\$1,503
Average Home Price	\$839,171	Average Market Rent in the Primary Market	\$1,464
		Average Market Rent of All Rental Housing	\$2,142

Source: TRREB Market Watch; 2020. CMHC Information Portal; 2020.

3 ROLES IN THE HOUSING SYSTEM

A housing system functions through an intricate balance between a number of actors, stakeholders and system players. The task of providing safe, adequate, and appropriate housing to residents of Brampton is an inter-disciplinary and cross-sectoral problem. This section summarizes the roles of the stakeholders in the current housing system in Brampton.

Figure 11: Roles in the Housing System

Stakeholder Group	Roles
Federal and Provincial Governments	<ul style="list-style-type: none"> Higher levels of government set directions for housing in Ontario and Canada as a whole. The provincial and federal governments are the primary funders of most housing programs in Canada. Governments set regulations and legislation that impact Service Manager and Local Municipality level directions (e.g. centralized wait lists and Official Plan guidelines). The Province issues licenses for regulating supportive housing facilities such as Long-Term Care, and Group Homes.
Region of Peel	<ul style="list-style-type: none"> Develops, approves, and monitors plans to promote the availability of affordable housing and prevent homelessness (e.g. Housing and Homelessness Plans). Administers funding from Provincial and Federal housing programs, homelessness programs and the system for household selection to access these programs (e.g. waitlists). Develops and constructs new affordable housing units, supportive housing and emergency shelters. Is the sole shareholder of non-profit housing corporation, Peel Living, with 70 buildings and 7,100 units.





	<ul style="list-style-type: none"> • As Service Manager, the Region of Peel also provides a co-ordinating function for community-based housing providers in the Region. • As the Service Manager, its services are primarily aimed at supporting households with low incomes to get and keep housing.
<p>City of Brampton</p>	<ul style="list-style-type: none"> • Develop evidence-based policy, plans and by-laws, to be adopted by City Council, that are in line with Council priorities and policy contexts set by higher orders of government. • Identify tools and programs under legislation, such as the Planning Act and Municipal Act, that Council could consider utilizing. • Operate programs and services including community centres, libraries and warming/cooling centres (in winter) to ensure a high quality of life for all residents. • Engage with local and regional stakeholders to develop evidence-based policy that is supported by the community • Administers the registration of group homes and licensing of lodging houses.
<p>Private Sector and Not-for-profit Housing Providers</p>	<ul style="list-style-type: none"> • Developers in the private sector build the vast majority of new housing in Brampton. • Some private sector developers might offer housing that is considered affordable, while most provide market rate housing. • Non-profit housing providers generally co-ordinate with the Region of Peel to determine the placement of tenants in their housing units through the Centralized Wait List which is maintained by the Region; however, some providers maintain their own waitlist. • Non-profit housing providers house low- and moderate-income households in the Region.
<p>Brampton Residents</p>	<ul style="list-style-type: none"> • Residents of Brampton are the individual parts upon which the community is built and have connections and stories related to the problems the City is trying to solve. • Residents can be the voices for their neighbourhoods, communities, and networks. • Residents can sell land they own as well as create new housing options by creating secondary units such as basement apartments or garden suites. • Residents can be landlords and property managers if they rent out parts or all of their home.





Based on the above descriptions of the roles of key housing stakeholder groups, the **City of Brampton's role in the affordable housing system** is to:

- Primarily focus on facilitating the supply of private market rental, affordable rental and affordable ownership housing.

Brampton will also play a supporting role to the Region of Peel and other stakeholders in the provision of emergency, transitional, supportive and subsidised rental housing.

4 POLICY CONTEXT

This review considered relevant federal, provincial, regional, and municipal policy documents as well as guidelines and best practices to describe the City's existing policy framework and provide an analysis and recommendations for policy direction.

4.1 Federal Policies and Initiatives

Housing in Canada operates within a framework of legislation, policies and programs. This section provides an overview of the Federal planning and housing policies which influence residential development in Brampton.

4.1.1 National Housing Strategy

The **National Housing Strategy**⁴ is a 10-year federal strategy introduced in 2017. It sets out a vision for housing in Canada which is "Canadians have housing that meets their needs, and they can afford. Affordable housing is a cornerstone of sustainable, inclusive communities and a Canadian economy where we can prosper and thrive."

The National Housing Strategy identified the following targets:

- 530,000 households removed from housing need;
- 385,000 households protected from losing an affordable home and another 50,000 benefitting; from an expansion of community housing;
- 300,000 existing housing units repaired and renewed;
- 50% reduction in estimated number of chronically homeless shelter users;
- 100,000 new housing units created; and,
- 300,000 households provided with affordability through the Canada Housing Benefit.

These targets are intended to be met through a \$55+ billion joint investment between the federal and provincial governments in partnership with the private sector provided through the following programs and initiatives:

⁴ The Government of Canada 2017. National Housing Strategy – A Place to Call Home. Accessed from: <https://www.placetocallhome.ca/>





- Federal Community Housing Initiative;
- Canada Community Housing Initiative;
- Homelessness programming;
- Improving homeownership options for Canadians;
- National Housing Co-Investment Fund;
- Federal lands for affordable housing;
- Rental Construction Financing;
- The Rapid Housing Initiative;
- Federal-Provincial/Territorial Housing Partnership;
- Distinctions-based Indigenous Strategies;
- Canada Housing Benefit; and,
- Evidence-based housing: research, data and demonstrations.

This funding is administered by CMHC and provided through several initiatives such as:

- the National Housing Co-Investment Fund, which provides low-cost loans and/or financial contributions to support and develop new mixed-income, mixed-tenure, mixed-use affordable housing;
- the Rental Housing Construction Financing Program, which provides low cost loans to encourage the development of new purpose-built rental housing;
- the Affordable Housing Innovation Fund, which provides funding for unique and innovative building techniques that revolutionize the affordable housing sector;
- the Rapid Housing Initiative, which is a \$1 billion program designed to help address urgent housing needs for vulnerable Canadians and will aim to develop 3,000 new units by March 31st, 2021; and,
- the Federal Lands Initiative, which provides surplus federal lands and buildings for the creation of affordable housing.

In addition, CMHC has increased the maximum amount available through the Seed Funding Program, which provides interest-free loans and grants to help with the costs related to pre-development activities for new affordable rental housing construction projects.

The National Housing Strategy takes a human rights-based approach to housing as part of Canada's commitment to realize the right to adequate housing as part of an adequate standard of living for all its citizens. As part of this approach, the Strategy prioritizes those in need while covering the whole spectrum of housing needs.

4.2 Provincial Policies and Initiatives

This section provides an overview of Provincial planning and housing policies which influence residential development in Brampton.

4.2.1 Provincial Policy Statement

The **Provincial Policy Statement** (PPS) outlines the Province's policies on land use planning and is issued under Section 3 of the **Planning Act**. It provides policy direction on land use planning to



promote strong, healthy communities and all local decisions affecting land use planning matters “shall be consistent with” the PPS.

The **Provincial Policy Statement, 2020** (PPS, 2020) came into effect on May 1, 2020, replacing the previous PPS, 2014. The PPS provides direction on key Provincial interests related to land use planning and development in Ontario. The City’s Official Plan and subsequent land use planning decisions are required to be “consistent with” the PPS. The PPS, 2020 retains the structure of the PPS, 2014 and provides policy direction related to three key themes:

- Building Strong Healthy Communities (Section 1.0), to promote efficient land use and development patterns; promote strong, liveable, healthy, and resilient communities; and ensure appropriate opportunities for employment and residential development.
- The Wise Use and Management of Resources (Section 2.0), to protect natural heritage, water, agricultural, mineral and cultural heritage and archaeological resources for their economic, environmental and social benefits.
- Protecting Public Health and Safety (Section 3.0), to reduce the potential for public cost or risk to Ontario’s residents from natural or human-made hazards.

Many of the key changes introduced in the updated PPS 2020 fall under the auspices of the government’s broader “**More Homes, More Choice: Ontario’s Housing Supply Action Plan**”, the Province’s overarching framework for a series of legislative and policy changes aimed at streamlining the land use planning process and cutting red tape to make housing more affordable.

Section 1.4 of the PPS includes housing-related policies. Some important changes from the 2014 PPS are described below.

The PPS 2020 increases the requirement for municipalities to maintain the ability to accommodate residential growth for a minimum of 15 years (from 10 years) through residential intensification and redevelopment (1.4.1.a). The new PPS also provides upper-tier and single-tier municipalities the choice of maintaining land with servicing capacity to provide at least a five-year supply of residential units (1.4.1.b).

The PPS 2020 also clarified the requirement for planning authorities to provide an appropriate range and mix of housing options and densities to meet projected market-based and affordable housing needs of current and future residents of the regional market area by (1.4.3): (a) establishing and implementing minimum affordable housing targets which align with applicable housing and homelessness plans; and (b) permitting and facilitating all housing options required to meet the social, health, economic and wellbeing requirements and needs arising from demographic changes and employment opportunities and all types of residential intensification, including additional residential units. Revised language throughout creates greater flexibility, for example by stating that municipalities “should” rather than “shall,” require new development to have a compact form, mix of uses and densities and establish and implement phasing policies.

The definition of affordable housing remains the same in the PPS 2020. However, the PPS 2020 added a new definition for “Housing Options,” clarifying the range of housing forms and uses to be accounted for:





- A range of housing types such as, but not limited to single-detached, semi-detached, rowhouses, townhouses, stacked townhouses, multiplexes, additional residential units, tiny homes, multi-residential buildings and uses such as, but not limited to life lease housing, co-ownership housing, co-operative housing, community land trusts, affordable housing, housing for people with special needs, and housing related to employment, institutional or educational uses.

4.2.2 A Place to Grow: Growth Plan for the Greater Golden Horseshoe

On June 16, 2020, the Province of Ontario released Proposed **Amendment 1 to A Place to Grow: Growth Plan for the Greater Golden Horseshoe**. The Amendment introduced updated population and employment forecasts to the year 2051 and housekeeping and other policy changes, to better align with the **Provincial Policy Statement, 2020** and the Housing Supply Action Plan. The Amendment updated the 2019 Growth Plan (which was an update of the 2017 Growth Plan), and the updated, consolidated 2020 Growth Plan came into effect in August 2020. Section 3 of the **Planning Act** requires that all decisions related to planning matters in municipalities within the Growth Plan area (including Peel Region and Brampton) conform to the Growth Plan's policies. Municipal Official Plans are required to be updated to conform with the Growth Plan 2020 by July 1, 2022.

Section 2.1.4 c) of the Growth Plan requires municipalities to “provide a diverse range and mix of housing options, including additional residential units and affordable housing, to accommodate people at all stages of life, and to accommodate the needs of all household sizes and incomes.” Section 2.2.2 of the Growth Plan requires that a minimum of 50% of all residential development in Peel Region occurs within the delineated built-up area by the time of the next municipal comprehensive review. Section 2.2.7 further requires that within designated greenfield areas, all new development achieve a minimum density target of 50 residents and jobs combined per hectare.

Housing Policies are set out in Section 2.2.6 of the Growth Plan. Upper and single-tier municipalities (i.e., Peel Region) are required to achieve the Plan's minimum intensification and density targets and to both identify a range and mix of housing options, densities and affordable housing to meet the needs of current and future residents and to establish affordable housing ownership and rental housing targets. Section 2.2.6 c) requires the land use planning be aligned with a housing and homelessness plan. The Growth Plan 2020's housing policies are required to be implemented through official plan policies and designations and zoning by-laws.

Sections 2.2.6.2 c) and d) further require that municipalities support the achievement of complete communities through considering a range and mix of housing options and through diversifying the municipality's overall housing stock. Section 2.2.6.3 requires municipalities to consider available tools that will ensure multi-unit residential developments include a mix of unit sizes to accommodate a range of household sizes and incomes.

A key update to the Growth Plan 2020 was the new Schedule 3, establishing population forecasts to the 2051 planning horizon. Peel Region's population is projected to grow to 2,280,000 and its employment to 1,070,000. The intermediate years (e.g. 2031, 2041) that were included in the prior



Schedule 3 are deleted. Peel Region will have to allocate its population to its lower-tier municipalities.

The Growth Plan 2020 definition of “Affordable,” is identical to that in the PPS 2020 but adds the following text:

- For the purposes of this definition:
 - **Low and moderate income households** means, in the case of ownership housing, households with incomes in the lowest 60 per cent of the income distribution for the regional market area; or in the case of rental housing, households with incomes in the lowest 60 per cent of the income distribution for renter households for the regional market area.

Regional market area means an area, generally broader than a lower-tier municipality, that has a high degree of social and economic interaction. In the GGH, the upper- or single-tier municipality will normally serve as the regional market area. Where a regional market area extends significantly beyond upper or single-tier boundaries, it may include a combination of upper-, single- and/or lower-tier municipalities. (Based on PPS, 2020 and modified for this Plan).

4.2.3 Housing Supply Action Plan

The Provincial government released ***More Homes, More Choice: Ontario’s Housing Supply Action Plan*** on May 2, 2019. At the same time, the Minister of Municipal Affairs and Housing introduced omnibus legislation which is central to the action plan and which makes changes to 13 Provincial Acts, including the ***Planning Act, Development Charges Act, Conservation Authorities Act, Environmental Assessment Act, and Environmental Protection Act. The More Homes, More Choice Act (former Bill 108)*** received Royal Assent on June 6, 2019 and most of the Act has come into effect. Regulations have also been introduced to provide further direction on changes resulting from the ***More Homes, More Choice Act*** and most of these regulations have been adopted.

Changes to the Planning Act

The changes to the ***Planning Act*** include shorter timelines for making planning decisions; requiring inclusionary zoning (IZ) to be focused on areas known as Protected Major Transit Station Areas (PMTSA) that are generally high-growth and are near higher order transit; allowing a total of three residential units on one property (which would include a primary dwelling and two additional residential units); introducing the community benefits charge (CBC) which replaces the density bonusing provision (Section 37), development charges for soft costs, and parkland dedication requirements; limiting third party appeals of plans of subdivisions; and allowing the Minister to require that a municipality implement a community planning permit system in a specified area.

Changes to the Development Charges Act

The changes to the ***Development Charges Act*** includes a change to when development charges are paid for five types of developments: rental housing, institutional developments, industrial developments, and commercial developments. Instead of paying the development charge upon



the issuance of a building permit, these developments will be allowed to pay the development charges over six installments, beginning at the issuance of an occupancy permit or when the building is first occupied (whichever is earlier) and every year for the next five years. In addition, non-profit housing developments will be allowed to pay development charges over 21 installments, beginning at the issuance of an occupancy permit or when the building is first occupied and every year for the next 20 years.

Furthermore, development charges will now be determined on the day an application for an approval of development in a site plan control area was made or the day an application for an amendment to a by-law was made.

The **More Homes, More Choice Act** also exempts additional dwelling units in new or existing dwellings or structures from development charges. However, this exemption is not yet in effect.

Changes to the Local Planning Appeal Tribunal Act

The **More Homes, More Choice Act** also includes changes to the way the Local Planning Appeal Tribunal (LPAT) functions and its authority over planning decisions. Most of the changes are related to the practices and procedures of the Tribunal, including requirements for participation in alternative dispute resolution and limiting submissions by non-parties to written submissions.

Bill 197 - The COVID-19 Economic Recovery Act

On July 21, 2020, the Government passed **Bill 197: The COVID-19 Economic Recovery Act**, an omnibus bill that introduced more key changes to the **Planning Act**. One such change was finalizing the community benefits charges-related provisions of the Act, including a reversal of a **Bill 108** change that would have also included parkland dedication within the charges.

The most significant change was the expansion and enhancement of the power of the Minister of Municipal Affairs and Housing to undertake Minister's Zoning Orders (MZO) under Section 47 of the **Planning Act**. Though rarely used by previous governments, the MZO allows the Minister to establish zoning permissions for any land irrespective of locally adopted zoning by-laws or official plan policies. Under **Bill 197**, the Minister may now also make an order with regards to site plan control and inclusionary zoning, including the power to require the provision of affordable housing units in a development in areas outside the Greenbelt. An MZO does not require any prior public notice or consultation and is not subject to appeal to the LPAT.

The government has made the use of MZO a key part of its housing and economic development efforts, approving more than thirty to date, all within 2020. Though these represent a range of developments, affordable and seniors housing projects account for a significant percentage and the Province has indicated a clear interest in expediting such projects through use of the MZO, particularly where municipal councils have indicated their support.

4.2.4 Community Housing Renewal Strategy

The Provincial government announced a new **Community Housing Renewal Strategy** with \$1 billion in 2019 – 2020 to help sustain, repair and build community housing and end homelessness. The Strategy includes the following elements:





- Removing existing penalties for tenants who work more hours or who are going to college or university;
- Simplifying rent calculations;
- Freeing up the waitlist by having tenants prioritize their first choice and accept the first unit they are offered;
- Ensuring rent calculations do not include child support payments;
- Requiring an asset test; and,
- Making housing safer by empowering housing providers to turn away tenants who have been evicted for criminal activity.

The Province also launched two new programs in 2019 – 2020. These are:

- Canada-Ontario Community Housing Initiative (COCHI) – provides funding to Service Managers to replace the federal Social Housing Agreement funding which expires each year beginning in April 2019; and,
- Ontario Priorities Housing Initiative (OPHI) – provides flexible funding to all Service Managers and the two Indigenous Program Administrators to address local priorities in the areas of housing supply and affordability, including new affordable rental construction, community housing repair, rental assistance, tenant supports, and affordable ownership. Housing providers can dedicate a percentage of spending for supports that will keep people housed and prevent homelessness.

4.3 Regional Policies and Initiatives

This section provides an overview of Regional planning and housing initiatives which influence residential development in Brampton.

4.3.1 Region of Peel Housing and Homelessness Plan 2018-2028

The ***Peel Housing and Homelessness Plan*** (PHHP) sets the renewed direction for the Region of Peel and its housing partners to make affordable housing available and to prevent homelessness for all Peel residents over the next ten years. The 2018 PHHP is a renewal of the 2013 Plan and fulfills the Province's requirement for Service Managers to review their long-term strategies to address affordable housing and homelessness every five years.

The PHHP sets out both long- and short-term outcomes and five strategies to achieve these outcomes. The long-term outcomes are:

- Affordable housing is available to all Peel residents.
- Homelessness in Peel is prevented.

The five strategies to achieve these outcomes are:

- Building new affordable housing;
- Providing incentives for others to build affordable housing;
- Transforming our service delivery to help people get and keep housing;
- Optimizing existing stock – creating more affordable housing within existing private stock; and,
- Increasing supportive housing.



The PHHP also sets out annual housing targets for 2018 – 2028 to support population growth over the next ten years. The PHHP identifies a target of 7,500 new housing units annually, 2,000 units of which will be affordable housing for households with low and moderate incomes. A target for rental housing has been set at 25% of all new housing development and 50% of all new housing development medium or high density.

The key actions in the PHHP for 2020 are as follows:

- Housing Master Plan (Underway);
- Incentives pilot project to encourage non-profit and private developers to build more affordable rental housing in Peel (Underway);
- Service transformation with a new service model which includes new technology to improve access and coordination as well as policy changes that better enable the Region to match the person with the right services;
- Private stock strategy including incentives for homeowners and landlords in Peel to increase the supply of affordable housing units within their homes or buildings, such as second unit renovation assistance; and,
- Increasing supportive housing, including a safe house and transitional house for survivors of human sex trafficking

4.3.2 Region of Peel Official Plan

The current Regional Official Plan is the December 2018 Office Consolidation (2018 ROP), however, Peel Region is currently undertaking an Official Plan and Municipal Comprehensive Review. This review is to ensure the ROP conforms and is consistent with the updated Growth Plan and **Provincial Policy Statement**. As part of this review, revised housing policies are proposed, and updated forecasts will also be provided. Drafts of the housing policies and the forecasts were released for review and comments in December 2020.

Section 5.8 of the 2018 ROP establishes housing policies. These include encouraging and supporting the efforts of area municipalities to plan for a range of housing densities and forms (5.8.2.3), assisting public agencies to identify public lands and buildings suitable for low and moderate income housing (5.8.2.4), and supporting local municipalities in the construction and retention of rental units (5.8.2.5). Section 5.8.2.7 directs the development of an implementation plan for the Regional Housing Strategy and subsequent sections require that it be monitored, evaluated and updated as needed. The ROP also encourages local municipalities to establish minimum affordable housing unit targets in secondary plans (5.8.2.10) and to work with the Region to educate the public about the benefits of compact development and intensification (5.8.2.11), to implement minimum housing unit targets (5.8.2.12) and to jointly review and update the targets based on census and other relevant data (5.8.2.14).

Section 5.8.3 includes policies specifically related to affordable housing and establishes the objective of increasing the supply of both affordable rental and ownership housing (5.8.3.1.1). The policies for achieving this are in section 5.8.3.2 and include the following:

- Exploring in collaboration with the local municipalities the feasibility of implementing incentives, such as waivers, deferrals or grants in lieu of development charges for affordable housing developments (5.8.3.2.1);



- Working with the local municipalities to explore opportunities to fast-track planning approvals for affordable housing developments (5.8.3.2.2);
- Encouraging local municipalities to allow reduced setbacks, narrower lot sizes, reduced parking standards and other development and design standards to encourage affordable housing development (5.8.3.2.3);
- Prioritizing affordable housing development on surplus Regional property and encouraging local municipalities to sell off or lease surplus properties for the same reason (5.8.3.2.9, 5.8.2.3.10); and,
- Encouraging the inclusion of affordable housing components in residential developments through incentives and funding from different levels of government (5.8.3.2.11).

Section 5.8.4 establishes policies regarding the retention of the existing rental housing stock by requiring municipalities to establish local Official Plan policies regulating conversion of rental to ownership units (5.8.4.2.1) and establishing criteria for prohibiting the demolition of residential units without replacement by the same or higher number of units (5.4.8.2.2). As discussed in other sections of this report, the Province has introduced several other policies in this section since the ROP was approved. For example:

- Section 5.8.3.2.2 encourages area municipalities to explore opportunities to fast-track approvals for affordable housing projects;
- Section 5.8.3.2.5 asks the Province to provide municipalities with the authority to use inclusionary zoning as a tool to require affordable housing, which the Province has increasingly done since first passing an enabling regulation in 2018; and,
- Sections 5.8.3.2.6 through 5.8.3.2.8, encourages expanded secondary suite permissions, which the Province has increasingly required through changes to the **Planning Act** and PPS.

Section 5.8.6 establishes policies for housing options for persons with special needs and diverse populations while Section 5.8.7 includes policies aimed at addressing issues related to socio-economic and other barriers to housing for Peel households including discrimination, language, transportation and poverty.

Official Plan Review – Draft Policies

Substantial work was undertaken on the Region’s Growth Management Strategy in 2017 – 2018 but it must now be revised in the face of updated Provincial guidelines, including the 2051 planning horizon and population projections, the Growth Plan’s new Land Needs Assessment Methodology, and the cancellation and then revival of the GTA West Corridor Environmental Assessment.

Draft updated policies for the new ROP were released in June 2020. It is not yet confirmed how they will be affected by the updated Provincial policies but the draft policies, including directions to local municipalities, include the following:

- Stronger methods for securing affordable housing through the development approvals process
- A Regional and local framework for inclusionary zoning
- New housing unit targets (which will require updating with the new population forecast, along with new local population allocations) based upon updates to the Regional Housing Strategy (2018) and Housing and Homelessness Plan (2018-28)



- Annual targets establishing that 30% of all new housing units should be affordable and 50% of those affordable to low-income residents, that 25% of all new units are rental tenure and that 50% of all new units are in forms other than single- and semi-detached
- Encourage alternative design and development standards for affordable housing projects
- Higher targets for large residential developments, where there is an enhanced opportunity to achieve a mix
- Directing municipalities to include their own policies permitting additional residential units/secondary suites in accordance with the updated **Planning Act**
- Policies supporting the creation and maintenance of rental housing by broadening policies related to additional residential units
- Stronger rental demolition and conversion policies and a pilot program to incentivize affordable housing

As noted above, a December 2020 staff report provided further information, including the Region's proposed population allocations to the lower-tier municipalities and land needs assessment and draft MTSA policies.

Updated Population and Land Needs Projections

Brampton's estimated 2021 population of 698,000 was projected to grow to 890,000 by 2041 and is now targeted to increase to 985,000 residents by 2051. Employment statistics are also expected to grow substantially from an estimated 208,500 workers in 2021 to 355,000 by 2051.

Major Transit Station Areas

The Region has currently identified 91 MTSA's, potentially 30 of which are located in Brampton. The draft MTSA policies recognize that, "each station will be unique and be influenced by its local condition, growth potential and limitations. Not all stations will achieve the same mix of land uses or intensity of development." The draft policies encourage a mix of uses, a range of station typologies, support for complete communities and multi-modal station access. A draft policy addresses housing by requiring that MTSA's "support a mix of multi-unit housing, including affordable housing, rental housing, and second units".

The Region's goal is to include the majority of its draft policies in a single Regional Official Plan Amendment to be released in Fall 2021, to be presented for Regional Council adoption in late 2021 or early 2022. Following Provincial Approval, the local municipalities will undertake more detailed work for implementation within a year, as required by Provincial policy. Local municipalities will be required to establish their own policies and implementation documents for each MTSA to achieve minimum density targets and address a range of criteria prescribed in the Region's policies. Based on the draft policies, municipalities will be encouraged to establish policies supporting "gentle intensification" in proximity to transit stations, ensure land uses within MTSA's that are not transit supportive are encouraged to be redevelop, and that prior to local MTSA policies being established, that any proposed developments be reviewed in consideration with the Region's prescribed MTSA objectives.



Inclusionary Zoning

Regional staff are working with N. Barry Lyon Consultants (NBLC) on the background analysis required to implement IZ and this analysis is expected to identify whether IZ would be viable in the Brampton context. These draft policies are expected in mid-2021. Preliminary Assessment Results suggest that IZ viability varies geographically and over tenure.

4.3.3 Region of Peel’s Housing Master Plan

The Housing Master Plan is one of the key actions identified in the PPHP and it supports the strategy to build more affordable housing. It is a long-term capital infrastructure plan meant to guide how Peel Region will create more affordable housing. The Housing Master Plan was endorsed by Regional Council in July 2019 and was allocated \$1 billion of funding in principle to support the development of an initial 2,240 units to be built by 2028. If the Housing Master Plan is fully funded and implemented, it will add more than 5,650 new affordable rental units, including 226 supportive units and 60 emergency shelter beds to the housing stock in Peel by 2034. A total of 31 projects will be built on Region of Peel lands and Peel Housing Corporation sites.

There are 11 projects identified in the Housing Master Plan for Brampton. The projects and their anticipated timing are:

Figure 12: Projects Identified in the Region of Peel’s Housing Master Plan for Brampton

Project	Planned Use	Number of Proposed Units/Beds*	Anticipated Timing*
Brampton Youth Shelter Replacement	Shelter	40	2019 – 2022
Chelsea Gardens	Rental	200	2019 – 2023
Peel Manor A	Supportive	93	2019 – 2025
Peel Manor B	Supportive	104	2019 – 2025
Brampton Family Shelter	Shelter	60	2020 – 2024
Chamney Court	Rental	283	2022 – 2028
996 Kennedy Rd Child Care site, Parkholme Place	Rental	364	2022 – 2028
McHardy Court and Fair Oaks Place	Rental	444	2026 – 2032
New Haven Manors	Rental	311	2026 – 2032
175 Central Park	Rental	175	2028 – 2033
Knightsbridge, Knightsbridge Child Care site	Rental	302	2028 – 2034

*This information is subject to annual Regional Council review/update





4.3.4 Region of Peel Housing Strategy

The Peel Housing Strategy was undertaken in 2018 and is made up of four components: a housing needs assessment, long- and short-term outcomes and targets, roles and responsibilities of the Region and its housing partners, and financial incentives and planning tools. The Peel Housing Strategy aligns with the vision and goals of the Peel 2015-2035 Strategic Plan as well as Peel's Growth Management Strategy.

The Housing Strategy sets out the vision and goal for housing in Peel Region. It also identifies the long- and short-term outcomes, the strategies and actions to achieve these outcomes, and annual affordable housing targets which are also reflected in the PHHP.

In addition, the Housing Strategy recommends a financial incentive program as well as planning tools to help meet the housing targets. Implementation of these incentives are recommended through a Regional Community Improvement Plan and a Peel Affordable Housing Pilot Program. Furthermore, the Housing Strategy proposed housing policy directions, including amendments to the Regional Official Plan, to reflect the recommended strategies. These housing policy recommendations speak to the housing targets, second suites, intensification, a diverse housing supply, shared housing, inclusionary zoning, providing municipally-owned surplus land, securing land, planning and policy tools such as alternative development standards and demolition and conversion control, and identifying new revenue sources.

4.3.5 Peel Affordable Housing Incentives Pilot Program (AHIPP)

The Region of Peel Affordable Housing Incentives Pilot Program was created as part of the implementation of the PHHP, specifically, Strategy Three: Provide Incentives to Build Affordable Housing. The pilot program is intended to provide capital grants to support the development of new middle income affordable rental housing in Peel Region.

As a pilot program, it will utilize funding of \$7.5 million approved through the 2019 and 2021 Regional budgets and is designed to incorporate other senior level and local municipal funding sources and incentives as they become available. Given that this is a pilot program, the Region intends to review the program annually and refine as needed to ensure the affordable housing objectives are being achieved. It is also intended to serve as a tool to better understand how to support affordable housing in Peel Region.

The primary objective of the pilot program is to increase the supply of rental housing that is affordable to middle income households with annual earnings of \$61,600 to \$110,500, with a focus on increasing the supply of larger, family-sized rental units. Applications will be required to meet the eligibility criteria and will be competitively scored using the preferred criteria. Successful applications will be identified following a review by a panel of staff.

Eligibility criteria

- The applicant should be a private or non-profit developer or a partnership and must have experience with residential housing development and operating rental housing
- Rents have to be no more than 135% of the median market rent for the local municipalities and the units have to be maintained as affordable for a minimum of 25 years



- The project has to have a minimum of five units, must be operated as purpose-built rental housing, and should have a specific mix of units, i.e. one-bedroom units should make up 15% of affordable units, two-bedroom units at 50%, and three-bedroom units at 35%

Preferred (Scored) Criteria

- Depth and duration of affordability
- Stage of development process with projects closer to the building permit stage scoring higher
- Location
- On-site features and services, such as accessible units above the Building Code requirements and energy efficient features

4.4 City of Brampton Policies and Initiatives

This section provides an overview of the City of Brampton's housing policies and initiatives.

4.4.1 City of Brampton Official Plan

Brampton's current Official Plan was adopted by City Council in October 2006 and approved by the Ontario Municipal Board (OMB) in October 2008. It was then modified in September 2015 through an Office Consolidation. Parts of the 2006 Official Plan are still under appeal and are highlighted in the Office Consolidation.

The purpose of the Official Plan is to give clear direction as to how physical development and land-use decisions should take place in Brampton to meet the current and future needs of its residents. It is also intended to reflect their collective aims and aspirations, as to the character of the landscape and the quality of life to be preserved and fostered within Brampton. The Plan also provides policy guidance to assist business interests in their decision to invest and grow in the City of Brampton. Finally, the Plan clarifies and assists in the delivery of municipal services and responsibilities.

The Official Plan is required to conform with all applicable Provincial Plans and the Region of Peel Official Plan. As those plans have been updated in the intervening years, the policies of the Brampton Official Plan have become out of date and in some cases, may conflict with higher order planning policies.

Current policies related to housing are set out in Section 4.2 of the Plan.

Key provisions include planning for a range of housing accommodation in terms of dwelling type, through appropriate housing mix and density policies (4.2.1.2) and for a range of household incomes (4.2.1.3). Other housing policies implement Regional Official Plan policies, including contributing to the achievement of the Region's intensification targets (4.2.1.6). Other general housing policies include permitting rooming, boarding and lodging houses in residential designations (4.2.1.10), encouraging the maintenance of a minimum rental vacancy rate of 2%, supported by the rehabilitation and provision of rental housing (4.2.1.12), encouraging the use of Brampton Technical Standards and promoting universal design principles that will enhance accessibility in residential areas (4.2.1.18).



A separate sub-section contains policies to encourage the provision of affordable housing (4.2.5). Furthermore, policies that address special housing needs are in sub-section 4.2.6. These include policies related to social housing (4.2.6.1 – 4.2.6.5), group homes (4.2.6.6 – 4.2.6.7), auxiliary group homes (4.2.6.8), supportive lodging houses (4.2.6.9), supportive housing facilities (4.2.6.10 – 4.2.6.14), and retirement housing (4.2.6.15 – 4.2.6.16).

The policies and considerations for design guidelines for residential development in Brampton are addressed in section 4.2.7. These guidelines for residential areas are premised on the notion that variety and diversity are the key components of visually appealing and vibrant residential communities.

Housing policies in section 4.2.8 support the PPS's requirement for municipalities to designate and maintain a minimum supply of residential land to meet the needs of the community. Section 4.2.10 addresses Brampton's objective to monitor the housing market to promote the development of a variety of housing forms and tenure on a regular basis.

4.4.2 Housing Brampton – Housing Strategy and Action Plan

In 2017, Brampton Council approved the framework for preparation of a housing strategy. The strategy, "Housing Brampton", is designed to build upon the Brampton 2040 Vision process to deliver a forward-looking plan that has regard for complete communities, the environment, jobs and urban centres, neighborhoods, transportation, social matters, and health. Housing Brampton seeks to develop a policy response to the varying housing needs of residents in Brampton and improve housing choices for all.

Housing Brampton is aligned with legislation and policy at the national, provincial and regional levels. This includes alignment with the National Housing Strategy, the **Planning Act**, the **Provincial Policy Statement**, the provincial Growth Plan, the Region of Peel Official Plan, the Region's Growth Management work, the Region of Peel Major Transit Station Area Studies, the Peel Intensification and Market Demand Analysis, the Region of Peel Housing Master Plan and the Peel Housing and Homelessness Plan.

Recent lessons from COVID-19 have also influenced Housing Brampton, specifically the increased understanding that all urban areas need healthy housing, housing choices with thoughtful infill density, better non-institutional ageing options and permanent housing (not shelters) for the homeless.

Housing Brampton was endorsed by City Council in May 2021. Implementation is planned over five years, with the first short term phase expected to establish supportive policies and regulations. Various early deliverables of Housing Brampton have already been advanced, such as a Student Housing Review, Supportive Housing Review, a Lodging Houses Review, a Concierge Program for Affordable Housing Developments, a Short-Term Rentals Review, an Infrastructure Capacity Analysis, and an Additional Residential Units Review, among others.

4.4.3 Student Housing Review

In May 2018 Council directed staff to initiate a Student Housing Policy review to assess the impacts post-secondary institutions, such as Ryerson University and Sheridan College, have on the demand, supply and type of housing options available. In June 2018 staff formed an internal



Steering Committee (comprised of Planning, Building & Zoning, By-Law Enforcement, Fire and Emergency Services) to undertake a student housing review.

The review included a benchmarking exercise outlining the policies related to student and rental housing in the Cities of Waterloo, Oshawa, Guelph, Mississauga and Hamilton. Following the review and benchmarking exercise undertaken by the Committee it was recommended that the City continue with its enforcement measures and not pursue a comprehensive licensing regime similar to other municipalities such as, the City of Waterloo.

In late 2019 and 2020 staff also met with the main post-secondary institutions located in Brampton (Sheridan College, Algoma University and Ryerson University) to start fostering a relationship and understanding of the various challenges faced by these institutions. During this time, Policy staff attended two housing fairs held at Sheridan College to speak with students one-on-one to develop a greater appreciation of their housing concerns in the community.

This review aligns with the City's 2040 Vision, Living the Mosaic, as it supports the development of complete communities and supporting a range of housing options as promoted in Vision 3: Neighbourhoods. In addition, this study aligns with Action 5.2 of Vision 2040 by examining the current situation and issues of rental housing while offering solutions to improve the current condition of rental and student housing as well as potential options to improve the stock and the condition of rental housing.

Housing Brampton addresses student housing as affordable housing for singles, through various recommendations including the introduction of a new rental typology- Single Room Occupancy housing, and initiatives such as Additional Residential Units. The strategy also calls for policies that establish a balanced supply of housing typologies and unit mix in new developments.

4.4.4 Supportive Housing Review

In September 2019 Council passed a motion to direct staff to review the City's policies and regulations with respect to supportive housing, particularly Group Homes, to ensure that the policies and provisions have regard for Provincial legislation and requirements of regulatory bodies, as well as Regional initiatives such as the Region's Supportive Housing Demand and Supply Analysis and Action Plan.

The purpose of the supportive housing policy review includes:

- Updating the City's policies in accordance with current provincial legislation and regulations, including Building and Fire Codes;
- Complying with the Ontario Human Rights Code;
- Simplifying the Group Home registration process;
- Providing clarity to the City's supportive housing terms;
- Aligning with current practices; and,
- Increasing the availability of supportive housing options for vulnerable populations to align with Regional initiatives.

A background review included benchmarking of policies and regulations of other municipalities including City of Toronto, City of Mississauga, City of Vaughan, City of Kitchener, and Town of





Oakville, stakeholder and public consultations, and a report including a recommended approach for the City was brought forward in December, 2020.

The Report recommends the following amendments to the Official Plan and Comprehensive Zoning By-law:

- Simplify the Supportive Housing definitions to align with Provincial legislation (i.e. Municipal Act) and remove outdated references;
- Comply with the Ontario Human Rights Code by removing the restrictions on Group Homes per planning area and separation distances;
- Allow non-correctional Supportive Housing as a permitted use in all residential districts;
- Remove the requirement for the open house as part of the registration process; and,
- Increases the availability of Supportive Housing options for vulnerable populations to align with the Region of Peel's Supportive Housing initiatives.

The final recommendations through Official Plan and Zoning By-Law amendments to the City's Supportive Housing policies, including Group Homes will be brought forward for final adoption in Q3 2021.

4.4.5 Lodging Housing Review

Lodging houses have become a more critical component of filling the gap for lower- and middle-income single person households who are unable to afford or find appropriate conventional housing. The number of licensed lodging houses is limited because they are mainly permitted in the downtown core. This has led to a number of illegal lodging houses across the city. The City is currently reviewing lodging house regulations and policies to strategically expand the licensing program. This review is expected to be complete by Q4 2021.

Housing Brampton also aims to encourage acquisition of lodging houses by non-profits and community organizations to maintain affordability and a purpose-built rental status.

4.4.6 Concierge Program for Affordable Housing

The Concierge Program is an early deliverable of the larger Housing Brampton initiative. It was launched in 2021 as a two-year pilot program.

The goal of the Concierge Program is to assist non-profit and private-sector developers of affordable rental and ownership housing, including transitional housing, to navigate through site selection, funding, incentives, partnerships and approvals processes.

Projects that are eligible for the Concierge Program include:

- Region of Peel transitional and supportive housing developments (e.g., emergency youth shelters);
- Non-profit sector affordable housing projects; and,
- Private sector ownership or purpose-built rental projects qualifying for Canada Mortgage and Housing Corporation (CMHC) funding for affordable housing (at least 25% of the units would need to be affordable); projects approved for Region of Peel Incentives Program for middle income affordable rental housing; and projects partnering with registered non-profits primarily working in housing.



Services offered by the Program include:

- Assistance with Site Selection and Pre-purchase Review: Assistance to developers on site feasibility aspects, identification of requisite studies prior to developers applying for regional or federal funding;
- Partnerships: Facilitation of inclusionary housing opportunities by connecting market developers with non-profit groups providing affordable housing;
- Funding and Incentives: Education on financial assistance programs (e.g., at Region of Peel, FCM and CMHC), package of City incentives (e.g., fee waivers, grants etc. that will be established upon endorsement of Housing Brampton);
- Development Considerations: Early discussions and planning assistance on matters impacting project proformas, such as parking requirements, allowing phased approvals of Site Plan applications, simplified submission requirements, alternate development standards and innovative approaches; and,
- Preferential Review of Development Applications: Preferential processing and fast-tracking of applications, allowing concurrent applications for the same project, inter-divisional pre-application co-ordination, a timely inter-divisional application review, and dedicated staff contacts and resources to facilitate approvals.

The Program will be evaluated annually, and parameters may be modified as needed.

4.4.7 Seniors' Housing Study

The Seniors' Housing Study was endorsed by Brampton City Council in 2016 and completed in December 2018. The purpose of the study was to identify potential sites and areas in the City suitable for seniors' housing and provide several recommendations that could improve the availability of seniors' housing in Brampton. The study was delivered as part of Phase 1 of the larger Housing Brampton initiative.

The Seniors' Housing Study describes the Policy Framework that governs seniors' housing and gives an overview of the socio-economic profile of seniors and the available housing options to them in Brampton. In addition, the study includes a benchmarking exercise of what constitutes a suitable site for seniors' housing based on a best practice study in Vaughan, Toronto, Mississauga and Hamilton. Furthermore, consultation was conducted with several key stakeholders such as faith-based and community organizations representing seniors, the Region of Peel, the City of Brampton, CMHC and providers of seniors' housing in Brampton.

Based on this work, the study identifies 15 sites that would be suitable for seniors housing and provides several recommendations for the City to take into consideration as it develops the housing strategy. These recommendations are:

- Additional affordable housing for seniors is needed to respond to challenges with affordability for seniors' housing;
- Culturally-sensitive seniors housing is needed given the City's growing level of diversity;
- Development applications for seniors' developments should be assessed against the site selection criteria contained within this study, with consideration for socio-economic or market studies as a requisite submission report for seniors housing development applications;
- The City should continue to support the creation of local partnerships which address the housing needs of local seniors, particularly partnerships that support the not-for-profit and faith community;





- The City's official plan policies should be strengthened to support the direction of Provincial Policy to provide a range of housing options for residents, as well as consideration for pre-zoning the potential sites identified through the study; and,
- Incentives and tools to promote the development of seniors housing sites should be explored as part of the development of the City's affordable housing strategy.

This study aligns with the City's 2040 Vision, Living the Mosaic, as it supports the development of complete communities through encouraging a range of housing options promoted in Vision 3: Neighbourhoods and is part of Action 5.2 of Vision 2040 to Adopt a Brampton-Made Comprehensive Housing Strategy.

Housing Brampton identifies a need for policies that propose a range of seniors-oriented housing available in the City. Approaches mentioned include providing for accessible and adaptable housing, family-friendly apartments, a range of amenity areas, senior housing adjacent to transit and community hubs, an appropriate housing unit mix in new developments, home-sharing (for example seniors and students), specialised senior-oriented SROs, design features for multi-generational households (e.g., a master bedroom on the main floor of houses) and well-designed and accessible additional residential units (e.g., backyard/garden units).

4.4.8 Additional Residential Units Review

The Additional Residential Units Review is an early deliverable of the larger Housing Brampton initiative, which aims to support the provision of age friendly and inclusive housing that is affordable and accessible to all.

The purpose of the Additional Residential Units Review is to undertake a Policy Review to implement Additional Residential Unit (ARU) policies in the Official Plan and Zoning By-law to conform to **Bill 108 More Homes, More Choice Act, 2019** and the recommendations of Housing Brampton, the City's housing strategy.

The Policy Review will replace the existing Second Unit provisions to permit the use of two residential units in a single-detached house, semi-detached house or townhouse; and one additional residential unit (third unit) that is accessory to the principal dwelling. The purpose of these policies is aimed at reducing zoning barriers to the creation of ARUs and support the supply and range of affordable rental accommodations in the City.

The scope of work will be divided into two main phases: Data Collection & Analysis, and Policy Directions and Recommendations. This project commenced in Q4 of 2020 and will be completed by Q4 of 2021.

4.4.9 Short-term Rental Housing Review

Similar to other GTA municipalities, the City of Brampton has identified the need to develop provisions to regulate short-term rentals (such as Airbnb) and prohibit investment properties being converted for short-term rentals in order to limit their influence on housing affordability for permanent residents.

In September 2020, the City's Planning and Development Committee supported staff's recommendation to move forward with the implementation of a Business Licensing By-law to regulate short-term rental accommodations in the City. On May 10th, 2021, the Planning and





Development Committee endorsed moving forward with adopting the STR Licensing By-Law in Q2/Q3 2021 and implementing the program in late Q3 2021.

5 HOUSING INTERESTS

The City of Brampton has been extensively exploring housing challenges and developing new policy direction over the last five years, starting with the Seniors Housing analysis in 2016, and continuing with the Seniors Housing Report in 2018, Student Housing Policy Review in 2019, the Age-Friendly Strategy in 2019 and Housing Brampton (Housing Strategy and Action Plan) in 2021. These reports and studies reinforce and build on the findings and directions in Peel's Housing and Homelessness Plan.

With the endorsement of Housing Brampton on May 19, 2021, the next step is implementing the strategy through policy, processes and partnership approaches. Housing Brampton identifies a multitude of recommendations and action items. It also proposes policy areas for Brampton Plan to focus on.

5.1 Housing Brampton

“Housing Brampton” is the City of Brampton’s very own Housing Strategy and Action Plan, a blueprint to address its housing goals. Housing Brampton follows the guidance of Brampton 2040 Vision, which provides a more sustainable, urban, and innovative direction for the City.

Vision

The Vision of Housing Brampton as below is a culmination of the input received from the stakeholders on the desired outcome of Housing Brampton.

“Brampton will be a vibrant, inclusive and thriving city with a wide range of housing options that are affordable, diverse and innovative”.

Principles

Building on the Vision, a set of Principles sets out overarching values that will guide housing development in Brampton.

1. Reduce Barriers to Supply of Housing

- Streamline the development review process, offer greater support services to developers of affordable housing, set up required policies and land-readiness through the Brampton Plan and Zoning By-law Update projects

2. Make Full Use of Regulatory Tools

- Use land use planning and financial tools such as new official plan policies, zoning by-laws, Inclusionary Zoning, Community Improvement Plans, Community Planning Permit Systems, financial and non-financial incentives





3. Incorporate Equity

- Ensure planning policies, regulations and process are inclusive and non-discriminatory

4. Collaborate with the Non-Profit Sector

- Support partnerships with non-profits and market developers, community organisations in acquisition and operation of affordable housing

5. Advocate for the Right Housing

- Collaborate with the Region of Peel in policy, growth management and development planning, advocate for funding programs and investment in Brampton from the provincial and federal governments

6. Demonstrate Innovation

- Support demonstration/pilot projects to test new housing typologies or partnership approaches

Big Moves

Based on the data analysis, technical stakeholder input and policy options review, Housing Brampton established four Big Moves - areas that need fundamental shifts and a commitment to immediate action.

1. Increase in Purpose-built Rental Housing

To increase the supply of adequately sized purpose-built rental housing for low and middle-income households.

Action Items:

- 1) Commit to Brampton-specific Incentives within the Region of Peel Incentive Program for Rental Housing
- 2) Facilitate a Wide Range of Rental Housing Near Transit
- 3) Single Room Occupancy (SRO) and Co-living Housing
- 4) Support Non-profits in Acquiring and Operating Lodging Houses, Hotels and Other Rentals as Affordable Housing
- 5) Allow Addition of Rental Housing in Commercial and Other Areas

2. Use of Public Land for Housing

To support the use of public land for affordable housing, pilot demonstration projects and purpose-built rental housing.

Action Items:

- 1) Prioritise Affordable Housing on Suitable Surplus City Land
- 2) Explore Co-location of Housing in New City Facilities
- 3) Acquire or Lease Land for Partnership Projects
- 4) Support Adaptive Reuse for Housing
- 5) Support Land Banking Efforts





3. Attainable Home Ownership Options

To stimulate creation of home ownership options affordable to the moderate-income group

Action Items:

- 1) Encourage Shared Equity Developers to Invest in Brampton
- 2) Plan for a Full Range of Affordability Options in Key Growth Areas
- 3) Allow for House-Scale Infill Options in Lower Density Built-up Areas
- 4) Support Modular and Flexible Housing

4. Clear Housing Targets

To Establish Clear Targets for Housing Needs and Monitor Progress.

Action Items:

- 1) Align Housing Targets with Growth Forecasts, Intensification Plans and Region's Targets
- 2) Monitor and Report Annually to Council

Implementation Roadmap

The Roadmap provides a path to help Brampton achieve the Vision and goals of Housing Brampton.

1. Bringing the Community Onboard

To achieve success in its housing initiatives, the City must invest in long-term, sustained communications with residents. Approaches that will instill resident confidence and support include ensuring local public realm improvements through development of sites in Brampton and establishing a process for non-statutory public meetings in affected neighbourhoods.

2. The Right Policies

Creating a supportive policy environment is key to the success of Housing Brampton. It identifies the following policy focus areas to be reviewed in detail through Official Plan Amendment processes and through the Brampton Plan development and engagement process. These are in addition to or may overlap with new policies that will be required to implement the Big Moves and Action Items.

- 1) Strategic Intensification in Key Growth Areas
- 2) Discouragement of Downzoning in Intensification Areas
- 3) Planning for Neighborhood Growth Options
- 4) Lodging Houses and Other Rentals for Singles
- 5) Family-friendly Apartments
- 6) Housing Mix and Tenure in New Large Site Developments
- 7) Rental Conversion and Demolition
- 8) Mixed Uses
- 9) Adaptive Reuses
- 10) Range of Seniors-oriented Housing
- 11) Accessible and Adaptable Housing
- 12) Climate-friendly Neighborhood Design
- 13) Amenity Areas



3. Smart Zoning for Housing Affordability

Brampton will utilise zoning approaches to support the creation of diverse and affordable housing options and contribute to the creation of complete communities, including considerations for pre-zoning sites and ensuring as-of-right permissions for a variety of housing options.

4. Supportive Processes

The process initiatives to support the goals of Housing Brampton include implementation processes to secure affordable housing, policy to address use of alternate development standards and requirements of housing analysis for development applications.

5. Integration with Other City Plans

Housing Brampton will align with many City Plans including Brampton Plan and the Transportation Master Plan Update.

6. A Framework of Incentives to Stimulate Housing That Meets Brampton's Needs

Housing Brampton proposes to implement a city-wide incentives program of financial and non-financial incentives, including a City-wide Community Improvement Plan for Housing.

Brampton Plan Discussion Paper

This Discussion Paper intends to address recommendations and actions identified in Housing Brampton and its ongoing initiatives that need policy support in the City's Official Plan.

Brampton Plan will establish policy solutions for the following major housing interests identified in Housing Brampton:

- Increase in purpose-built rental housing
- Use of public land for housing
- Attainable home ownership options
- Clear housing targets

5.2 Increase in Purpose-built Rental Housing

There is a widespread shortage of purpose-built rental housing in Brampton that is appropriate for low- and moderate-income people, including seniors and families. The policy frameworks that will be required to increase the supply of purpose-built rental housing for low and moderate-income households include:

A wide range of rental housing near transit

Brampton needs a diversity of rental housing for families, singles and seniors near frequent transit and on transit corridors for easy access to schools, workplaces, and amenities. The City also requires more family-friendly units that are appropriately sized for larger families and multi-generational households (2 and 3+ bedrooms).

Single Room Occupancy (SRO) and Co-living Housing

In Brampton, a larger proportion of low-income households tend to live alone (71.1%). And 75% of youth (under 25 years old) living alone have low incomes. The SRO and co-living typology can provide affordable, purpose-built rental housing for single person households. A policy framework





with as-of-right permissions in residential and commercial zones, design guidelines and opportunity for modular construction methods will be established.

Lodging houses and conversion of hotels as purpose built rental housing

The City will continue to update policies, zoning and licensing for lodging houses and explore city-wide application. Policies supporting acquisition and conversion of hotels and other rentals for affordable rental housing will be established.

Mixed uses - Addition of rental housing in commercial and other areas

Brampton will plan for a greater area under mixed-use designations to create complete communities and will encourage the provision of purpose-built rental housing as a complementary use to the base use. Policies that prioritise rental housing within the residential use component of mixed-use areas and temporary use policies that include modular, movable temporary rental housing, non-market housing will be reviewed.

5.3 Use of Public Land for Housing

Affordable Housing on Suitable Surplus City Land

Brampton will establish policies and land suitability criteria to prioritise affordable housing on suitable surplus City land.

Co-location of Housing in New City Facilities

Brampton will explore policies and criteria for infill opportunities and co-development of affordable housing with City facilities such as community centres and fire stations. This type of mixed-use provides easy access to public amenities and improves housing affordability.

Acquisition and Lease of Land for Partnership Projects

Supportive policies and pre-zoning will allow for specific residential uses on suitable City lands.

Adaptive Reuse for Housing

Brampton Plan will address adaptive reuse policies and conversion criteria.

Land Banking

Land banking can help reserve scarce land resources for future use for affordable housing projects. This is one of the various initiatives currently being considered by the Region of Peel. The City shall support the Region's (currently draft) Official Plan policy direction related to land banking, and any associated initiatives through supportive policies in Brampton Plan.

5.4 Attainable Home Ownership Options

Expansion of Ownership Housing Options

Housing options that are relatively more affordable in Brampton include high density multi-unit housing. Brampton Plan will explore housing mix and density categories for greenfield/built-up/ and built-up intensification areas; permit a wider range of housing typologies; and specify both minimum and maximum densities. Brampton Plan will also address strategic intensification, increasing



density on under-utilised sites, downzoning policies, conversion policies, and establish requirement of Housing Analysis Reports in development application submission requirements.

House-Scale Infill Options in Lower Density Built-up Areas

Gentle intensification, compatible with existing neighborhood character is anticipated in the built up areas of Brampton, outside of strategic growth areas. In these areas, Brampton can incrementally broaden the type of housing permitted that is context-sensitive, and still at the scale of neighbouring housing typologies. This can help lower the cost of housing for first time homebuyers and downsizers who prefer or require compact, ground-oriented housing. Brampton Plan will address 'house-scale' infill through supportive policies.

5.5 Clear Housing Targets

Align Housing Targets with Growth Forecasts, Intensification Plans and Region's Targets

In accordance with Brampton's growth forecasts and intensification plans, and in collaboration with the Region, Brampton will aim to establish its own minimum targets for criteria including affordable housing units for low and moderate-income households, etc.





6 BEST PRACTICES

Housing Brampton has been based on an extensive research and benchmarking process to arrive at a selection of recommendations to improve housing supply, affordability and choice in the City. Brampton Plan will continue to benchmark policy solutions to achieve the intent of Housing Brampton's recommendations.

For example, the City of Toronto is an interesting location for comparing potential housing policy options, as the City has had to grapple with a myriad of policies from the municipalities that existed before amalgamation in 1998 in the intervening two decades. In some cases, their Council has been able to establish sustainable policies that are delivering supportive and attainable housing, and in other cases an undesirable situation has not found resolution after many attempts.

Lessons from Toronto include:

Establish affordable housing as a community benefit

Establishing affordable housing as a community benefit is an area in which Toronto has been successful, creating secondary plans and large site policy that include and deliver affordable housing. This is also a policy area where rental tenure is being secured, through encouraging the affordable housing requirements to be fulfilled through below market rents.

References:

- Waterfront Toronto Secondary Plan.
- Large Site Policy.
- The interpretation of 20% of land, 10% of units at 80% of AMR for 20 years, or 5% of units at no cost to the City (to be rented through a not-for-profit housing provider).

Retain and renew existing rental units

Toronto has had a rental demolition and replacement framework in place since the early 2000's. The earliest 20 year rental agreements are nearing their conclusion, which provides a historical perspective on the potential effectiveness of the policies. There are thousands of units that have gone through this process in strong, moderate and weak housing markets, in all wards of the City.

The general learnings are that rental replacement policies depress redevelopment for 2-9 years, depending on the strength and growth of the localized market. At this time, these policies are fully understood by the development community and not only are the impacts reflected in land prices, some condominium development companies have fully embraced the slower, but highly reliable, return the replacement rental units provide in their asset portfolio strategies.

Brampton Plan will continue to explore innovative policies from other jurisdictions that can inform policy formulation related to housing in Brampton. For example, what should Brampton's density mix be to incorporate the directions of Housing Brampton and expand housing choice in the City?

The chart below shows the new housing mix and density category chart in Brampton's current Official Plan:



DENSITY CATEGORY	MAXIMUM DENSITY	PERMITTED HOUSING TYPES
<ul style="list-style-type: none"> Low Density 	<ul style="list-style-type: none"> 30 units/ net hectare 12 units/ net acre 	<ul style="list-style-type: none"> Single detached homes
<ul style="list-style-type: none"> Medium Density 	<ul style="list-style-type: none"> 50 units/ net hectare 20 units/ net acre 	<ul style="list-style-type: none"> Single detached homes Semi-detached homes Townhouses
<ul style="list-style-type: none"> High Density 	<ul style="list-style-type: none"> 200 units/ net hectare 80 units/ net acre 	<ul style="list-style-type: none"> Townhouses Duplexes Maisonettes Apartments

Municipalities with high growth projections and a motivation to plan for social equity are exploring appropriate housing mix and density categories. Strategic increase of permitted housing typologies in various density categories in Brampton can help achieve affordability, inclusion and targets. Brampton Plan’s Best Practices Review will continue to incorporate these considerations.

7 POLICY RECOMMENDATIONS AND STRATEGIC DIRECTIONS

Vision of Housing Brampton:

“Brampton will be a vibrant, inclusive and thriving city with a wide range of housing options that are affordable, diverse and innovative.”

Housing Brampton has recently been endorsed by City Council. It was a comprehensive, multi-year exercise in investigating ways to improve housing supply, affordability and choice in the City. It included a consultation phase spanning two years, with multiple stakeholders, including the residents of Brampton.

Key ongoing initiatives related to creating attainable housing options include the Additional Residential Units Review, supportive Housing Review and the Inclusionary Zoning Assessment and upcoming policy framework. The City is also considering implementation of Density Bonus provisions and/or initiating a Community Benefits Charge strategy to obtain affordable housing as community benefit. In addition, a City-wide Community Improvement Plan for Housing is being designed to support purpose-built rental and affordable housing developments.

The recommendations in this Discussion Paper build on the Vision, principles and recommendations identified in Housing Brampton, which focuses on stimulating the supply of private market rental, affordable rental and affordable ownership housing. The Policy Directions Report will further refine and establish key policies that support and achieve the intent of Housing Brampton.

Brampton needs to plan for the right kind of intensification to accommodate its anticipated growth. **In conjunction with the four Housing Interest Areas identified earlier in this Discussion Paper, policy recommendations and strategic directions will include the following areas for public input and engagement:**





Designation of Land for Strategic Intensification in Key Growth Areas

Strategic intensification policies and programs can direct, prioritise, and promote medium to high density housing and a diverse housing supply in key growth areas. These areas may include urban growth centres, Major Transit Station Areas, infill sites, redevelopment sites, brownfield sites, lands along major roads, arterials, or areas with frequent or higher order transit service. Brampton Plan, through its City Structure, will indicate and propose policies, densities, and housing typologies suitable for strategic intensification to occur in key growth areas in Brampton. Such intensification will also provide opportunities to proactively plan for affordable housing through various policies and tools such as IZ and CPPS areas.

Discouragement of Downzoning in Intensification Areas

Downzoning is the reduction of density allowed for a certain property under zoning by-laws, such as from high density to medium density. Downzoning may have the effect of reducing the affordable housing stock as sites that are zoned to allow multi-residential developments (such as mixed-use developments, townhouses, and apartments which are generally more affordable), would then only provide low density residential developments after the downzoning process. Depending on the context, prohibition, or discouragement of downzoning in intensification areas can ensure the efficient use of land and can address and prevent 'leakage' of designated land areas that can accommodate affordable housing.

Planning for Neighborhood Growth Options

In Brampton, planning for and understanding built-up area neighborhood growth in the form of infill developments has been challenging. Well-planned neighborhood growth can contribute to the creation of complete communities. Brampton Plan will incorporate these considerations in policies geared towards neighborhoods. For example, larger site infill developments can include a wider range of low to mid density housing typologies whereas small-scale infill sites will generally include context-sensitive housing forms in built-up areas. Growth options can be accompanied by user-friendly design guidelines.

Lodging Houses and Other Rentals for Singles

Policies will be established to preserve and expand the supply of affordable housing available to single persons and small families (including students, seniors, newcomers, etc.) by encouraging and permitting legal, well-run, and well-designed lodging houses. This may involve requiring property maintenance and pest control agreements and carrying out proactive education and enforcement for safety and parking concerns. There is also potential to support non-profit acquisition and operation of lodging houses and hotels to provide stable stock of primary, affordable rental units. In addition, the City will explore registration of all rental properties with a system of random inspections to ensure compliance. Brampton will introduce and encourage micro-unit (SRO) and co-living housing typologies within multi-unit developments.

Family-friendly Apartments

Brampton Plan will address appropriate housing unit mix and related criteria for new developments. Policies and provisions in Brampton Plan and Secondary Plans will support the creation of family friendly (2 and 3+ bedrooms) multi-unit housing (condominiums/ purpose-built rental apartments). This is anticipated to provide moderate-income and multi-generational households an opportunity



to enter the homeownership market. It will also support diversification of the rental stock to suit the needs of larger families in Brampton.

As an example, the City of Toronto's Secondary Plan for Downtown Toronto set minimum requirements for two- and three-bedroom units (equalling a total of 40% of the overall unit mix in developments with more than 80 units).

In September, 2020, a market scan for Brampton was completed that indicates that the most likely suite mix in new multi-unit developments will include around 5% to 10% of 3-bed units.

The Brampton Plan exercise will include consultations for policies to increase the supply of larger units in key growth areas. It may lead to the establishment of a conservative number for two and three bedroom units for developments of a certain size; and monitoring uptake. Incentives can be considered, through a City-wide Incentives Program.

Housing Mix and Tenure in New Large Site Developments

Brampton will explore how large new development applications can provide a diverse range and tenure of mid to high density residential and mixed-use developments, including affordable and rental housing. The policies could be based on several criteria, including location and project size. Overlaps with IZ policy and other key growth area policies will be analysed prior to the possible formulation of this policy.

Rental Conversion and Demolition

Purpose-built rental housing contributes to a full range of housing types and tenure. Given market influences over the past several decades, the creation of new rental housing within Brampton has remained minimal, with the demand for rental outpacing supply. Amendments to the Official Plan are required to provide greater protection of Brampton's rental housing stock. The policy will seek to prohibit future conversions of purpose-built rental units to condominium tenure if it has been determined by the Canada Mortgage and Housing Corporation that the City's vacancy rate is below 3%. The policy will also propose to prohibit the demolition of rental units if it adversely affects the City's supply of affordable rental housing (as determined by vacancy rates and the Region of Peel's and/or the City's housing targets); unless replacement rental units are provided. Replacement criteria will be developed in consultation with the development industry and residents. A rental protection by-law will be developed to expand the protection of existing rental units.

Mixed Uses

Brampton will create policies to promote a range of mixed-use designations. These will allow for various land uses to be combined within a single development or larger land area and may create new housing opportunities in areas where such opportunities may have previously not existed. Mixed-use developments can promote housing diversity, social inclusiveness and more compact, walkable neighborhoods that are integrated with commercial and service uses. These also offer the potential for cost savings in the form of shared parking arrangements and shared costs for building operation and maintenance.





Adaptive Reuse

Brampton will prepare adaptive reuse policies that support the conversion of vacant or underutilized publicly or privately-owned buildings for affordable housing (for operation by non-profit organizations). This will contribute to the affordable housing supply in Brampton.

Range of Seniors-oriented Housing

Brampton will create specific policies, designations, guidelines and zoning for housing forms and tenures that cater to seniors. These may include smaller lot subdivisions, co-op housing, shared housing, accessible and senior friendly units in multi-unit developments, additional residential units, retirement homes, assisted/supportive housing, long term care facilities (nursing homes), homes for the aged, and seniors apartment buildings.

Housing targets will provide the required data to ensure sufficient land in the City is zoned and ready for development of these types of senior housing. The site suitability criteria developed in the City of Brampton Seniors Housing Study will be refined and embedded in Brampton Plan.

For multi-generational and extended families, an important consideration is ensuring adequate space (including kitchen space) and appropriate number of bathrooms to accommodate all members of their family, and especially consider the mobility needs of older members of a family and persons with disabilities. For multi-generational households, policies that promote conversion of suitably sized single detached dwellings into duplex/triplex typologies will be explored. Accessibility considerations will include the concept of VisitAbility and encourage rental and ownership housing to include dual master bedrooms or require a master bedroom and a full accessible washroom on the main floor. Additional Residential Unit policies will explore accessibility requirements as well as seniors-oriented design so that seniors wishing to downsize can comfortably move into such units.

Accessible and Adaptable Housing

Policies that encourage and incentivise enhanced accessibility features and designs in qualifying development proposals will be included in Brampton Plan. Consideration of how adaptations could be easily and inexpensively incorporated at a future time will also be important. Adaptable design allows for changes which are required by residents with varying or changing needs to support independent living and aging in place. The concept of VisitAbility offers similar benefits to residents of ground-oriented dwellings, such as single and semi-detached dwellings, duplexes, and townhouses, by designing and building homes with basic accessibility features. Such homes are meant to provide easy access on the main floor for individuals of all ages and mobility. These homes have three basic accessibility features - no step entrance, clear passageways, and an accessible bathroom on the main floor. Brampton will address this concept in the policy and design guidelines frameworks.

Climate-friendly Neighborhood Design

Policies that encourage the application of energy saving strategies and technologies in the construction of new affordable housing buildings, and the promotion of sustainable retrofitting for older residential buildings can lead to more climate friendly neighborhoods, and these will be included in the Brampton Plan review.



Amenity Areas

Amenity Area policies and requirements can make multi-unit living more attractive and convenient, support age-friendly initiatives and create complete communities. Brampton will explore policies, design guidelines and zoning regulations for amenity areas for each residential typology.

8 NEXT STEPS

This Discussion Paper is one of seven Papers that are being completed as part of Phase 4 of the Brampton Plan project. The seven Discussion Papers align with the key focus areas of Brampton Plan and build on the work completed in Phases 1-a3 to establish a foundation from which to develop policy directions. The focus areas have been informed by the work completed through the 2040 Vision, policy review and research and through consultation with City staff. The directions and recommendations presented in Section 7 of this paper will be refined through subsequent consultation with the public.

This is a starting point for generating discussion about implementation of Housing Brampton's attainable and supportive housing recommendations. The Policy Directions Report will outline the detailed changes proposed for Brampton Plan.

Discussion Papers pertaining to each of the Brampton Plan Focus Areas can be accessed online at the Brampton Plan Project Website: [Brampton.ca/BramptonPlan](https://brampton.ca/BramptonPlan).

Let's Connect!

Comments and feedback on the Discussion Papers can be provided on the [Brampton Plan project website](https://brampton.ca/BramptonPlan) or emailed to opreview@brampton.ca.

