

Technical Memorandum

Residential Zones

1 Introduction

The purpose of this Technical Memo is to identify an approach to reviewing the Residential Zone structure, lot and building requirements, and permitted uses in the City of Brampton's (the "City") current Zoning By-law. The purpose of the review is to bring the City's new Zoning By-law into conformity with the current policy framework for Neighbourhoods, in accordance with the City's new Official Plan ("Brampton Plan") and other policy and legislation.

Since the Zoning By-law Review project commenced in 2016, much has changed with respect to policy and legislation that guides infill and intensification, as well as construction of new housing in the City's greenfield areas. Several other municipalities in Canada are navigating these changes and setting direction for new zoning regulations to facilitate housing options in residential areas and meet the needs of growing communities. The City of Toronto Expanding Housing Options in Neighbourhoods Initiative and the City of Edmonton Zoning By-law Renewal Initiative are two project examples that illustrate how municipalities are substantially reviewing and updating their zoning by-laws to increase housing opportunities, among other considerations.

This Technical Memo builds on the separate Housing Technical Memo. The focus of this Technical Memo is to identify an approach to streamline and simplify the existing Residential Zones and to identify opportunities to support missing middle typologies within the existing zones.

Key reasons for reviewing the Residential Zone structure for the City includes:

- **Implementing Provincial legislation:** Legislative changes to the *Planning Act* introduced through Bill 23, the *More Homes Built Faster Act, 2022*, permit up to three residential units on any parcel or urban residential land that contains a single-detached, semi-detached, or rowhouse/townhouse dwelling. In the City, this has resulted in a new policy framework for Additional Residential Units (ARUs), including Garden Suites. The Zoning By-law will continue to regulate matters such as height, setbacks, and coverage for these types of housing options. Additionally, as noted in the separate Housing Technical Memo, the City is considering permission of four units per urban serviced lot. Generally, this overarching policy direction to allow multiple units per lot necessitates a substantial review of existing housing typologies and permissions. Historically, much of the City has been zoned for single detached residential uses; the thrust of Provincial legislative changes, combined with other City initiatives, suggests the need to update this historically restrictive zoning.
- **Implementing Brampton Plan:** The new Zoning By-law will play a role in implementing Brampton Plan's policy framework and housing targets which support a wide range of housing choices to accommodate the City's diverse needs. To achieve this, Brampton Plan permits and supports the development of a range of housing typologies, including missing middle housing in the form of low-rise and low-rise plus built forms that have been historically prohibited in many of the City's residential zones. This includes but is not limited to ARUs, triplexes, and various townhouse typologies. These changes will need to be

reflected in the new Zoning By-law. Permitting different housing options in the City's residential zones means allowing more residents to live in existing neighbourhoods, and make efficient use of transit, utilities, and community services.

- **Streamlining existing residential zones:** The current Zoning By-law has accumulated a significant number of residential zones to reflect evolving development trends (e.g., smaller lot sizes and new housing typologies) and policy contexts. Many of these zones are closely aligned with one another in terms of permitted uses and lot and building requirements. There is an opportunity to review, consolidate, and streamline these zones for ease of implementation by the public and the City. This aligns with core principles for the new Zoning By-law established in the Zoning Strategy Report.

In response to these changes, the CZBLR is an opportunity to fundamentally rethink how Brampton's residential zones can accommodate, rather than prohibit, housing options for all age groups, incomes, and abilities. One of the greatest opportunities to achieve this is to strategically permit a greater range of built forms to accommodate residential development.

The process of reviewing the Residential Zones is complex and is anticipated to be iterative. While this Memo attempts to address a variety of issues, it is not exhaustive and there are additional issues that will require further examination as the Zoning By-law evolves. This Draft Memo focuses initially on identifying opportunities to simplify and consolidate the residential zones. For example, it is acknowledged that Brampton Plan directs the City to permit up to four dwelling units as-of-right on residential lots along transit corridors. This is an important policy objective that will be further considered. The recommendations provided in this Memo should also be reviewed in conjunction with the Zoning Strategy Report and other Technical Memos prepared by WSP, including the Housing Technical Memo.

2 Current Residential Zone Framework

The City's current Zoning By-law establishes various Residential Zones which include permissions for typologies as well as lot and building requirements. Some Residential Zones simply permit one type of residential unit typology (e.g., single detached dwellings) and are subject to minimum lot and building standards as set out in the zone. In some cases, Residential Zones refer to other zones for the provisions. This can be cumbersome and create a risk of interpretation errors. Other Residential Zones permit multiple unit typologies (e.g., semi-detached dwellings and townhouses) with different standards for each unit type. It is common for municipal zoning by-laws across Ontario to establish a range of standards and permitted uses, since residential zones have historically required a high degree of design control amongst different lot and building typologies to ensure development occurs as intended and neighbourhood character is maintained over time.

Since the current Zoning By-law was initially passed, the need to provide for a wider range of unit types and lot sizes to address housing needs has greatly increased. Overlap in regulations and similarities between residential zones have also emerged as the current Zoning By-law has been updated and amended. Over time, the application of different zones has evolved to reflect new built forms, industry and market trends, and neighbourhood context. There is a wider range of zone types applied within newer neighbourhoods compared with older neighbourhoods which increases

complexity during development review processes. Additionally, the introduction of new zones over time has led to inconsistencies in standards and approaches to the specific regulations.

Consolidating and simplifying the Residential Zones will provide a clearer picture of the type of built forms that each Residential Zone should regulate and where it should be applied. Direction for the built forms appropriate for different areas of the city is provided in Brampton Plan and will be translated to the new Zoning By-law. There will also be a further need to update the zone requirements to implement the new City-Wide Urban Design Guidelines.

3 Residential Zone Consolidation Methodology

This section documents the process undertaken by WSP to review the Residential Zones, as well as key observations that help to provide context for the proposed Residential Zone framework for the new Zoning By-law.

WSP conducted a desktop review of the City's existing Residential Zones using parcel and building GIS data provided by the City, as well as the current Zoning By-law. Prior to beginning the analysis, WSP collected GIS and parcel data from the City to identify all existing residential zones and document the lot and building standards. Concurrently, WSP prepared an interactive map to identify patterns in the spatial distribution and application of Residential Zones across Brampton. A summary of the methodology used by WSP to review the Residential Zones is provided below:

- **Permitted Uses:** WSP identified opportunities to consolidate the Residential Zones based on permitted uses (i.e., permitted typologies). For example, there are several existing zones that exclusively permit single-detached dwellings. There is an opportunity to consolidate zones with similar permitted uses and lot and building requirements. These groups were reviewed together against other criteria described below.
- **Build Out Analysis:** A desktop review of built-out conditions in different Residential Zones across Brampton provided an understanding of what uses are permitted in each zone versus what uses are being constructed through development.
- **Lot and Building Requirements:** WSP reviewed and identified opportunities to consolidate based on similar lot and building requirements across the Residential Zones. The current Zoning By-law provides for a range of lot sizes and frontages. However, WSP identified similarities in lot and building standards across zones, particularly those that permit single-detached dwellings. In some cases, the lot and building requirements were exactly the same. Where similarities were identified, consolidation was proposed based on the minimum existing permissions to avoid creating new instances of legal non-compliance.

These considerations were reviewed by WSP and the City through ongoing discussions and revisions to the proposed residential zone framework. The result of this analysis and review is presented in the following section. As previously stated, the Residential Zone review process is ongoing.

4 Proposed Residential Zone Consolidation

Based on the methodology described in the previous section, **Table 1** below identifies a preliminary approach to the consolidation of Residential zones. The intent of each new zone is also provided, as well as an indication of the existing zones that will be merged into the new zone.

Table 1: Summary of Current and Proposed Residential Zones

Proposed New Zone	Existing Zone(s) in Current Zoning By-law to be Consolidated	Intent of the Proposed New Zone
Residential Estate (RE)	<ul style="list-style-type: none"> • Residential Rural Estate One (RE1) • Residential Rural Estate Two (RE2) • Residential Hamlet One (RHM1) • Residential Holding (RH) • Residential Rural Estate Holding (REH) 	<p>The proposed RE zone captures five existing zones with large lot and building requirements that are generally similar. The intent of this zone is to maintain Estate/Hamlet areas in a manner that is consistent with the current Zoning By-law.</p>
Residential Hamlet (RH)	<ul style="list-style-type: none"> • Residential Hamlet Two (RHM2) 	<p>The proposed RH zone retains the lot and building standards and permitted uses in the existing RHM2 zone. This zone has been retained as it is distinct from the other Hamlet/Estate zones. The intent is to maintain the unique character of the Churchville Heritage Conservation District.</p>
Residential First Density (R1)	<ul style="list-style-type: none"> • Residential Single Detached A (R1A) • Residential Single Detached B (R1B) • Residential Single Detached C (R1C) • Residential Single Detached D (R1D) • Residential Single Detached E (R1E) • Residential Single Detached F (R1F) • Residential Semi-Detached A (R2A) • Residential Semi-Detached B (R2B) 	<p>The intent of the proposed R1 zone is to allow for a variety of low-rise housing options in several residential areas that currently exclusively permit single-detached, and in some cases, semi-detached dwellings.</p> <p>The intended scale of this residential zone is up to three storeys in height, which is consistent with what is currently permitted in the equivalent residential zones. This zone also accommodates different built forms not contemplated in the current Zoning By-law, including triplexes</p>

Proposed New Zone	Existing Zone(s) in Current Zoning By-law to be Consolidated	Intent of the Proposed New Zone
	<ul style="list-style-type: none"> • Residential Extended One Zone (R2B(1)) • Residential Semi-Detached C (R2C) • Residential Semi-Detached D (R2D) • Residential Semi-Detached E (R2E) 	and ARUs, while maintaining lot and building requirements that are generally consistent with the current zone framework.
Residential Second Density (R2)	<ul style="list-style-type: none"> • Residential Townhouse A (R3A) • Residential Townhouse A(3) (R3A(3)) • Residential Townhouse A(4) (R3A(4)) • Residential Townhouse B (R3B) • Residential Townhouse C (R3C) • Residential Townhouse D (R3D) • Residential Townhouse E (R3E) 	The proposed R2 zone consolidates several existing residential zones that permit low-rise townhouse built forms. The proposed framework modernizes the standards based on minimum requirements established in equivalent zones. The intent is to reduce the number of zones that currently permit townhouses with relatively similar lot and building requirements.
Residential Third Density – Low Rise (R3L)	<ul style="list-style-type: none"> • Residential Apartment A (R4A) • Residential Apartment A(1) (R4A(1)) • Residential Apartment A(2) (R4A(2)) • Residential Apartment A(2) (R4A(3)) • Residential Apartment B (R4B) 	The intent of the proposed R3L zone is to correspond with the low-rise plus building typologies and height ranges permitted in Brampton Plan. The permitted uses and lot and building requirements accommodate built forms up to and including four storeys.
Residential Third Density – Mid Rise (R3M)		The intent of the proposed R3M zone is to correspond with the mid-rise building typologies and height ranges permitted in Brampton Plan. This includes mid-rise apartments.
Residential Third Density – High Rise (R3H)		The intent of the proposed R3H zone is to correspond with the high-rise building typologies and height ranges permitted in Brampton Plan.

Proposed New Zone	Existing Zone(s) in Current Zoning By-law to be Consolidated	Intent of the Proposed New Zone
TBD	<ul style="list-style-type: none"> • Residential Townhouse B(1) (R3B(1)) • Residential Townhouse A(1) (R3A(1)) • Residential Townhouse A(2) (R3A(2)) 	<p>Further analysis is required to determine the approach to consolidating these three zones identified in the current Zoning By-law. These zones permit a variety of typologies, so the new zone will be either R1 or R2, as identified above. This will be confirmed through further analysis.</p>

5 Conclusions and Next Steps

This Memo provides an overview of the approach taken to consolidate and update the City’s current Residential Zones in the first draft new Zoning By-law. The proposed new Residential Zone framework begins to implement Brampton Plan and Provincial legislation by enabling a greater variety of housing options in Brampton’s Residential Zones and reducing redundancy in the provisions across zones. The review exercise is intended to expand housing options in the City’s Residential Zones by permitting a greater range of housing types.

The proposed Residential Zones, including permitted uses and regulations are the first step in creating a contemporary residential zone framework. The new Residential Zones will provide a simplified starting point upon which to consider additional revisions that support Brampton Plan. Further steps/effort are anticipated to be made in subsequent revisions to the Zoning By-law, as follows:

- As noted, the Residential Zone review will also need to consider direction in Brampton Plan to permit up to four units on one lot in some areas. This will be considered as part of the evolving conversation and efforts to update the residential zone framework for the City.
- The consolidation of zones inherently reduces the amount of detail in the regulations, such as specific yards and lot requirements. Should there be a need to reintroduce character-defining regulations into the zones, this may be accomplished through Special Section zones or through requirements identified in the zone codes.
- Further updates to the zones and residential general provisions will be required to align with the new City-Wide Urban Design Guidelines. Additionally, the proposed zones will benefit from testing against ongoing development applications.
- Many Special Sections may rely on the parent zones which have now been consolidated. The review of Special Sections will be conducted in conjunction with the next Draft Zoning By-law and there may be a need to reintroduce zones or details to maintain the intent of existing Special Sections.
- The permission of three to four units per urban serviced lot suggests a need to review permissions of typologies more comprehensively in the zones. Other municipal zoning by-laws are contemplating more substantial expansions of permission, such as permission of semi-detached and townhouse units in areas which were previously zoned for single

detached residential uses, in light of the emerging direction to allow up to 4 units on some lots. This will be considered further in the next iteration of the new Zoning By-law.

- It may be appropriate to permit small-scale, supportive commercial uses such as convenience stores within higher-density residential zones, subject to floor area restrictions to ensure the uses are serving the immediate neighbourhood or building only. This would enable new economic opportunity and support the evolution to more mixed use communities.