



2024

Official Plan Amendment to Increase Housing
Options Study: Background Report



**Increasing Housing Options
in our Neighbourhoods**

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Executive Summary

At the October 17, 2023 Meeting of Council, City Council declared its intention to allow four units as-of-right and to implement the other actions identified in the Housing Strategy and unanimously approved [motion Memorandum ADM-17-23](#).

The following report provides background information including an overview of the current policy framework, existing conditions in Burlington, initial research findings and the preliminary findings of the engagement completed to date. This report is intended to serve as foundational knowledge in the preparation of a City-Initiated Official Plan Amendment(s) to Increase Housing Options in Burlington and it supported the development of a preferred approach to this work for Council's consideration through Staff Report PL-66-24 *Official Plan Amendment to Increase Housing Options – Preferred Approach*, at the September 2024, meetings of Committee of the Whole and Council. The proposed approach seeks to ensure that the City is able to meet the requirements of Action 3 of the Housing Accelerator Fund Action Plan while working to identify amendments to the BOP 2020 that would support increased opportunities and limit barriers to increasing housing options in order to satisfy Council's Motion identified above and to further the objectives of the City's Housing Strategy, Housing Pledge, Housing Accelerator Fund Action Plan and Strategic Plan.

The objective of the Official Plan Amendment to Increase Housing Options Study is to identify policy tools that support gentle ground-oriented intensification that considers the context and character of Burlington's Established Neighbourhoods while providing opportunities to increase the diversity of housing options to meet the needs of all residents at all stages of life and at all income levels.

Official Plan Amendment to Increase Housing Options Study

Purpose of this Report

The purpose of this Background Report is to serve as foundational knowledge in the preparation of a City-Initiated Official Plan Amendment(s) to Increase Housing Options in Burlington. This report provides background information including an overview of the current policy framework, existing conditions in Burlington, initial research findings and the preliminary findings of the engagement completed to date. The information contained in this report was used to support the preparation of a "preferred approach" for Council's consideration through Staff Report PL-66-24 *Official Plan Amendment to Increase Housing Options – Preferred Approach*, at the September 2024, meetings of Committee of the Whole and Council.

Additionally, this report also sets out:

- the objectives of the Official Plan Amendment (OPA) to Increase Housing Options Study,
- identifies deliverables, and,

- identifies next steps.

This report will be used to support the OPA to Increase Housing Options Study along with the [Project Milestones](#) and [Engagement plan](#).

OPA to Increase Housing Options Study – Project Purpose and Objectives

The Official Plan Amendment to Increase Housing Options Study has been underway since April 2024 through the [Burlington Official Plan \(BOP\) 2020, Targeted Realignment Exercise](#) in close alignment with Phase 1 of the [New Zoning By-Law Project](#). This project is an outcome of Council’s declaration of its intention to allow four residential units per lot as-of-right, and unanimously approved a [motion](#) that directed staff to:

“engage with the community to implement four units as-of-right and other actions identified in the housing strategy including implementing opportunities to increase the range of housing options available.”

This project will focus on using planning implementation tools such as the [Official Plan](#), and [Zoning By-law](#) to put into place a policy framework and regulations to help support a variety of housing options within the City’s Urban Area, with a particular focus on the City’s residential areas.

Project Objectives and Scope

The primary objective of this project is to identify amendments to the BOP 2020 that would support increased opportunities and limit barriers to increasing housing options in order to satisfy Council’s Motion identified above and to further the objectives of the City’s Housing Strategy, Housing Accelerator Fund Action Plan and Strategic Plan.

This project will focus on identifying opportunities to increase primarily ground- oriented¹ housing options principally within the Established Neighbourhood Area as identified on Schedule B-1: “Growth Framework” of the City’s 2020 Official Plan as well as the like--policies of the Downtown Urban Centre’s Low-Rise Neighbourhood Precinct and the Uptown Residential Medium Density Designation². This work will examine opportunities for semi-detached and townhouse units, additional residential units (ARUs) and “missing middle” building typologies to provide more housing options in Burlington’s communities.

As identified in more detail below, the purpose of this project is to permit four units as-of-right in the City’s residential areas and to find opportunities to increase housing options primarily in the Established Neighborhood Area.

¹ A Ground-Oriented Dwelling is defined in the BOP 2020, as: “A dwelling unit which is designed to be accessible by direct access from the ground or by means of stairways. Buildings containing ground oriented housing units usually do not exceed three storeys in height.”

² Identified on Schedule D: Land Use – Downtown Urban Centre and Schedule E: Land Use – Uptown Urban Centre respectively.

The City's Growth Framework presents a built form strategy for new development and identifies the locations where the City will be planning for significant population and employment growth and higher intensity mixed uses in the coming decades. These are areas where significant growth and change are identified as the Primary Growth Areas, Secondary Growth Areas, and Employment Growth Areas. Examples include, the city's Urban Growth Centre and Major Transit Station Areas surrounding Burlington's three GO Stations (Aldershot Go, Burlington Go, and Appleby GO), as well as Burlington's Downtown and Uptown Urban Centres and its intensification Corridors and Mixed-Use Nodes.

While also included in the Growth Framework, the Established Neighbourhood Areas are areas where intensification is generally discouraged, with a number of exceptions. This approach acknowledges the wide range of designations currently found in these areas from primarily low rise, single detached built form to mid-rise to tall buildings. There are diverse opportunities for change and intensification in accordance with permissions and densities established in the underlying land use designation.

The Established Neighbourhood Areas are composed of diverse areas of low density (detached and semi-detached dwellings), medium density (townhouses and walk up apartments) and High density (taller residential buildings), these areas are identified as distinct areas guided by existing designations and their requirements and where intensification is generally discouraged, with some exceptions including additional residential units, among other things.

The objective of this project is to identify policy tools that support gentle ground-oriented intensification that considers the context and character of Burlington's Established Neighbourhoods while providing opportunities to increase the diversity of housing options to meet the needs of all residents at all stages of life and at all income levels.

The project's scope will focus on ways to increase housing options within the City's Established Neighbourhoods in a way that is gentle and respects the current character and context of our neighbourhoods and supports the evolution of our neighbourhoods over time. This work will build upon lessons learned from Burlington's Neighborhood Character Area Study and the Re-Examination of the Downtown Official Plan Study (in particular the Low-Rise Neighbourhood Precincts) to identify policy tools that support gentle ground-oriented intensification that considers the context and character of Burlington's Established Neighbourhoods while providing opportunities to increase the diversity of housing.

Project Deliverables:

- Identify preferred approach for Council's consideration.

- Engage in extensive public consultation guided by the project’s [Engagement Plan](#) in order to have meaningful discussions and collaboration on the proposed policies for the city’s neighbourhoods.
- Prepare a Background Report to support preparation of the Official Plan Amendment(s) to Increase Housing Options
- Review the current policies of the Burlington Official Plan, 2020, in detail in particular the policies of the Residential Neighbourhood Area and the Additional Residential Unit policies in order to consider and evaluate the most appropriate policy tools to implement Council’s motion.
- Analyze mapping and data relating to lot fabric and exploring the existing built form and character of Burlington’s neighbourhoods.
- Identify potential impacts of gentle intensification on the Established Neighbourhood Area.
- Inform and support the New Zoning By-law in adapting regulations that will allow for increased housing options.
- Prepare a Draft Official Plan Amendment(s) for Council’s consideration in order to move forward with implementing four units as-of-right and increasing housing options in Burlington.

What does permitting four units “as-of-right” on all residential lots within the urban area mean?

This would mean that 4 dwelling units would be allowed on any lot where residential

land uses are permitted, in the City’s Urban Area, as-of-right*. This means that a planning application would not be required to build four units on a residential lot and that only a building permit would be required, requiring less time and resources. As mentioned above, there are already areas of the City where residential uses may be permitted at a higher intensity than four units per lot as-of-right, such as the City’s Major Transit Station Areas where more than four units per lot is already permitted as-of-right.

Currently, the Established Neighbourhood Area permits residential uses but does not necessarily permit 4 units as-of-right and this is where policy change would be required to permit four units as-of-right and to create increased housing options.

**As-of-right* is a term in Urban Planning used to describe when a proposed development is a permitted use, meets all the regulations in the Zoning By-law and does not require any planning applications. This means only a building permit would be needed for an as-of-right development. In Ontario, residential developments under 10 dwelling units do not require applications for Site Plan approval.

It should be noted that despite expanding permissions in the Official Plan to permit 4 units on a residential lot throughout the City, there will likely be lots throughout the City that will not functionally be able to accommodate four units. The Zoning By-law

regulations for the permitted residential use, such as lot coverage, yard setbacks, and parking requirements may still apply. The New Zoning Bylaw Project (NZBP) – Phase 1 will address the regulations for the Residential Zones and focus on supporting more housing options in Burlington Neighbourhoods. The NZBL Project – Phase 1 Residential Zones is ongoing and in close alignment with the Official Plan Amendment to Increase Housing Options Study. The projects will work collaboratively to ensure the implementation of 4 units as-of-right through the new Zoning By-law in a timely manner after the Official Plan policies have been amended.

How Did We Get Here?

Council Direction

At the October 17, 2023 Meeting of Council, City Council declared its intention to allow four residential units per lot as-of-right and unanimously approved [a motion](#) that directed staff to:

“Engage with the community to implement four units as-of-right and other actions identified in the Housing Strategy including implementing opportunities to increase the range of housing options available.”

The Motion Memorandum acknowledges the importance of reducing barriers to support the development of appropriate housing forms to increase the range of housing options available by addressing the missing middle from both the perspective of having housing options that are affordable / attainable and for diversifying the spectrum of housing types and tenures, echoing the commentary received from the public throughout the development of the [Housing Strategy](#).

The motion directly supported the City’s successful application to the Housing Accelerator Fund and falls under Initiative 3 of the [Housing Accelerator Fund \(HAF\) Action Plan](#) to: *“Support and encourage the creation of additional residential units and consider opportunities to increase as-of-right permissions”*.

Satisfying Council’s motion and delivery of all of the initiatives of the HAF Action Plan in the timing identified is required in order to retain the City’s HAF funding. The implementation period is 2024 for Initiative 3, which includes implementing four units as-of-right. This project aims to meet this deadline.

Federal Housing Accelerator Fund

The Housing Accelerator Fund (HAF) is a \$4 billion federal initiative administered by the Canada Mortgage and Housing Corporation (CMHC), that will run from 2024-2027. This application-based program provided funding directly to municipalities across the country to incentivize and support initiatives that will accelerate the supply of housing.

On January 15, 2024, Infrastructure Canada and CMHC announced the City of Burlington’s application was approved resulting in the City receiving \$21,156,248.60 in

funding to incent 618 units. The 618 units is part of the City's Housing Supply Growth Target of 2,724 permitted housing units, as outlined in the application. The City is responsible for achieving this target by the completion of the program in 2027.

The agreement also outlines the following additional targets:

- 1,047 missing middle housing units
- 1,294 other multi-unit housing units
- 8.4% of the Housing Supply Growth Target are affordable units

[Burlington's Housing Accelerator Fund Action Plan](#)

The City's approved [HAF Action Plan](#) includes seven initiatives, including:

Initiative 3:

Support and encourage the creation of additional residential units (ARUs) and consider opportunities to increase as-of-right permissions (4 units as-of-right)

The City will direct HAF funding to incentivize ARUs and four units as-of-right. This will encourage compatible infill housing units in the Established Neighbourhood Areas, including self-contained dwelling units in existing single-detached, semi-detached and townhouse units, detached additional residential units, and "missing middle" building typologies.

[Burlington's Housing Pledge](#)

Complimentary to Bill 23, More Homes Built Faster Act, 2022, the province assigned 2031 Municipal Housing Targets to 29 large and fast-growing southern Ontario municipalities and requested the preparation of a Municipal Housing Pledge. The City of Burlington has been assigned a 2031 Housing Target of 29,000 units. Council has since signed the City's approved Housing Pledge to demonstrate its commitment to accelerating housing supply and taking the necessary actions to facilitate the achievement of the aspirational target of 29,000 units by 2031.

What is the Burlington Housing Strategy?

Burlington's [Housing Strategy](#) was approved by Council in June 2022. The Strategy creates a road map and acts as a guiding document for housing needs in the City of Burlington. It will help the City work towards meeting the housing needs of the community and move us closer to reaching our Vision for Housing in Burlington:

Everyone is welcome in Burlington.

Burlington is a city where all current and future residents have access to the housing options that meet their needs at all stages of life, and that are attainable at all income levels.

The Housing Strategy identifies 12 recommended actions that the City can take to increase housing options across the City. It provides a list of priority actions, quick wins and an implementation plan to put the Housing Strategy into action.

The Housing Strategy emphasizes the City's role and opportunity to address the "missing middle" from both the perspective of having housing options that are affordable/attainable for middle-income households and for the opportunity to diversify the spectrum of housing types and tenures. Identifying opportunities to increase the range of housing options available aligns with and works toward implementing Housing Strategy Actions 6, 7 and 11:

- Action 6: Build upon the policies of the Official Plan, 2020 and the findings of the Housing Strategy Project to inform the Comprehensive Zoning By-law (CZBL) project, to assist in broadening the range and mix of housing in the City and to explore tools to streamline processes.
- Action 7: Support, permit and encourage the development of alternate forms of housing, including higher density types of housing, where feasible and appropriate.
- Action 11: Encourage Additional Residential Units (ARUs) and consider a registry and monitoring program to evaluate the success of the framework and to make sure the ARUs meet health and safety standards.

Best Practices and Jurisdiction Scan and Literature Review

The following section provides an overview of literature and best practices relating to Missing Middle housing and gentle intensification and aims to provide a knowledge base for those who may be new to these concepts. It also reviews a selected number of

Canadian municipalities that have put in place gentle intensification policies and regulations.

What is ‘Missing Middle’ housing and “Gentle Intensification”?

Missing Middle Housing is a term that describes a range of housing building types such as duplexes, triplexes, fourplexes, walk-up apartments and more, that provides diverse housing options and supports walkability, and public transit. As termed by Daniel Parolek, it is called “missing” because these types of units have typically not been permitted under Zoning regulations since the 1940’s in Canada, the US and Australia, and therefore not many of these dwellings exist within neighbourhoods, and “middle” because these housing types sit in the middle of the spectrum between single-detached dwellings and mid-rise to high-rise apartment buildings in regards to built form, scale, and density.



Missing Middle Housing concept created by Daniel Parolek/Image © [Opticos Design, Inc.](http://www.opticosdesign.com)/For more info visit www.missingmiddlehousing.com

Missing Middle is also a defined term within the Housing Strategy, providing a similar definition as outlined above. The Housing Strategy further discusses how the term has also been used to describe the lack of affordable and attainable housing options for middle-income households, both in the ownership and private rental sectors. Missing Middle housing provides an opportunity to make a wider spectrum of housing options available to residents and address the need for a multi-pronged approach to full spectrum housing affordability.

Gentle Density Housing and gentle intensification is often synonymous with Missing Middle Housing. The [Gentle Density Messaging Guidebook](#) defines Gentle Density Housing as a form of housing development that focuses on incrementally increasing the number and variety of ground-oriented homes in traditionally single-detached neighbourhoods.

As discussed in the guidebook:

Gentle density proposes to invite more households into single-detached neighbourhoods, creating more homes. It can do so by slightly building out existing lots to include not just a single home, but a home and laneway home or backyard duplex for example, while it can also look to redevelop a site entirely to include multiplexes like triplexes, fourplexes, or infill row houses (pg.1)³.

Ultimately, Missing Middle Housing and Gentle Density Housing provides an opportunity to address the lack of housing options currently seen in municipalities across Ontario, Canada, and North America, including Burlington.

What are Additional Residential Units?

Burlington's Official Plan, 2020, defines an Additional Residential Unit (ARU) as:

“a self-contained dwelling unit which is located within, and/or on the same parcel of urban residential land as a single-detached dwelling, semi-detached dwelling, or townhouse unit or street townhouse unit.”

Additional Residential Units (ARUs) are self-contained living units with their own kitchen, bathroom and sleeping areas. They are on the same property as a primary home, including single detached homes, semi-detached homes and townhouses. They can be inside or attached to a primary home, or in a separate accessory building like a detached garage. Examples of ARUs are basement apartments, attached suites, tiny homes and coach houses. Typically, ARUs fit within the permitted building envelope of the existing residential use on the site (for example a single detached dwelling). Or, they can be located within an accessory building that meets requirements set out in the zoning by-law.

³ <https://smallhousing.ca/wp-content/uploads/2024/04/Gentle-Density-Guidebook.pdf>



The above illustration provides examples of locations for Additional Residential Units on a Single-Detached Residential Lot. In order for an addition for an Additional Residential Unit to be as-of-right, the addition would need to continue to meet the Zoning Regulations for the Single-Detached Dwelling under the Zone.

ARUs provide the potential for efficient opportunities for affordable housing options within existing dwellings, as ancillary structures, as well as within new builds. They can also provide the City with additional opportunities to support residential intensification in the built up area of the City.

What are the potential benefits of increasing housing options and permitting four units as-of-right?

Planning literature speaks substantially about the potential benefits that increasing housing options and permitting gentle intensification can have on a community. As outlined by the Gentle Density Housing Bylaw Guide: “while small in scale, gentle density housing can play a big role in achieving public benefits” and these possible public benefits from increasing housing options can include but are not limited to:

- **Providing an equitable approach to housing:** by providing a broader variety of housing options outside of single-detached dwellings and high-rise apartments, effectively supports a greater diversity of housing needs for individuals and families at different stages of life and income levels. It increases supply through new additional housing options and rental options. It allows for more housing by creating additional housing forms such as detached additional dwelling units and internal units in neighbourhoods that are traditionally restricted to a number of homes that can only be afforded by high income earners.

- **Opportunities for families:** provides more ground-oriented housing options for young families, families with adult children living at home, and multi-generational households. Allowing families to stay together by potentially creating a form of housing that better suits their needs. Increasing housing options has the opportunity to provide new forms of housing that allow for the next generation to live and raise a family in Burlington.
- **Supporting the needs of our seniors:** by providing opportunities to age-in-place and continue to be a part of the community, by allowing them to create opportunities to have age-friendly living space, by providing more opportunities to continue to maintain their independence in familiar surroundings which is argued to have significant positive impacts on their overall well-being and mental health as well as providing another option than moving to assisted living.
- **Efficient use of existing infrastructure:** by developing additional housing units within existing neighbourhoods, cities can leverage the existing infrastructure including utilities, transportation networks and public services. This is often more cost effective for a municipality than traditional greenfield development and serves a more sustainable option to increase housing units.
- **“The greenest building is ... one that is already built”:** By repurposing existing land and infrastructure, gentle density housing that supports infill development reduces the need for new construction on undeveloped land, minimizing the environmental impact associated with new development.”⁴
- **Change is incremental:** Permitting an increased number of units is expected to result in incremental change over a long period of time. Typically, the lots in a residential neighbourhood are owned by many individual landowners, such as residents, landlords and sometimes small-scale land developers. Policies to increase housing options provide flexibility for landowners to add a backyard additional residential unit for an aging parent or add two units for adult children or to add a rental unit to provide additional income.

What are the Best Practices for increasing housing options and implementing four units as-of-right?

The Gentle Density Housing Bylaw Guide – A Pathway for Local Governments

The Gentle Density Housing Bylaw Guide – A Pathway for Local Governments is a guide prepared to assist local governments in implementing ‘gentle density’ housing policies and zoning regulations and provides examples of the experience and insight gained by municipalities in British Columbia.

⁴ Small Housing BC, <https://smallhousing.ca/wp-content/uploads/2024/04/Gentle-Density-Guidebook.pdf>

The Guide underlines the approaches taken by different municipalities, concerns and priorities that arose for the BC municipalities, and provides suggestions for Zoning By-law Amendments based on the different regulations typically included for a Zone. It highlights how the adoption of policies and regulations through the Official Plan, and more importantly, Zoning to allow more as-of-right infill can remove barriers and red tape that is often stopping missing middle housing from being built and provides examples of how municipalities can remove these barriers.

The authoring organization, Small Housing BC, has also provided additional literature, including guidance papers on ownership and operations of Gentle Density Housing forms for both government and industry partners, as well as guidance on messaging and how to engage on gentle intensification.

Jurisdictional Scan

There are a number of municipalities across Ontario, Canada and North America that have, in the past few years, implemented policies to increase housing options through allowing for gentle intensification and permitting missing middle housing. There has also been a recent push through the Housing Accelerator Fund, for municipalities that have received funding to review their policies relating to the missing middle and to permit four residential units as-of-right. The selected Canadian municipalities provide examples of how gentle intensification and missing middle housing can be implemented. The municipalities reviewed include: Milton, Mississauga, Hamilton, Toronto, Edmonton, Alberta, and Victoria, British Columbia. **Appendix A** attached to this report, provides a detailed overview of the initiatives and projects relating to gentle intensification, and how these policies were implemented through the Official Plan and Zoning By-laws.

While the context surrounding each municipality differs, Burlington can learn from these municipalities in order to develop a made by Burlington approach to increasing housing options in the urban area.

Jurisdictional Scan Summary Findings

Phased approach: Mississauga and Toronto have taken a more phased approach to permitting gentle intensification and missing middle housing types. Implementing policies in phases allows for monitoring and evaluation of policy implementation in order to identify successes and unintended consequences. For example, the City of Toronto has, through the Expanding Housing Options in Neighbourhoods initiative, focused on different priority projects, each with their own focus such as permitting multiplexes (2023) or reviewing policies for intensification within areas designated Neighbourhoods along major streets (2024).

Defining and regulating Missing Middle Housing types: It is a consistent practice between the municipalities to define the Missing Middle housing typologies and apply permissions and regulations for each individual use.

Neighbourhoods are ‘stable, not static’: The municipalities reviewed generally identified neighbourhoods as places that are typically established in their physical character. However, they are also expected to see some change overtime through infill housing activity as well as the continuation of additions and renovations to existing buildings. Gentle intensification is grounded in incremental change that typically is on a lot-by-lot basis within a neighbourhood. The level of change outlined and directed to neighbourhoods differs between the municipalities, with some such as Hamilton and Edmonton including long term goals for intensification within their neighbourhoods, while others focus on growth through intensification and other growth areas.

The peripheries of neighbourhoods provide additional opportunities for gentle intensification and missing middle housing types: Many of the municipalities are reviewing the peripheries of their low-density neighbourhoods along transit corridors and major streets to allow for additional intensification. Often these edges of neighbourhoods have a different physical character than that seen in the core of the neighbourhood and may offer additional opportunities for increasing housing options and gentle intensification because of the proximity to transit and connectivity to services.

Zoning plays a crucial role: The Zoning By-law plays a large role in the implementation and regulation of gentle intensification and the introduction of missing middle housing.

Housing as a Human Right: The National Housing Strategy

The [National Housing Strategy Act](#), declares that the Government of Canada must develop and maintain a national housing strategy to further housing policy, taking into account a human rights-based approach to housing, and states the following:

- Recognizes that the right to adequate housing is a fundamental human right affirmed in international law;
- Recognizes that housing is essential to the inherent dignity and well-being of the person and to building sustainable and inclusive communities;
- Support improved housing outcomes for the people of Canada; and
- Further the progressive realization that the right to adequate housing as recognized in the International Covenant on Economic, Social and Cultural Rights.

The Act also creates the Federal Housing Advocate position that’s mandate is to promote and protect housing rights across Canada, engage with communities affected by systemic housing issues and monitor and report their findings on an annual basis.

The [National Housing Strategy](#) sets out the vision for housing in Canada:

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 is founded upon the principles of inclusion, accountability, and non-discrimination. The Strategy is currently a 10-year \$82+ billion plan that includes a range of programs and initiatives that will address diverse needs across the entire housing continuum, including the First-Time Home Buyer Incentive, and the Housing Accelerator Fund.

Existing Conditions

Burlington's Housing Strategy and the Findings of the Housing Needs and Opportunities Report.

The Housing Strategy was a deliverable of phase 1 of the Housing Strategy project which was undertaken over the course of 18 months between 2021 and 2022. The [Housing Strategy](#) was approved by Council in June 2022 and provides a roadmap for addressing local housing needs and increasing options that meet the needs of current and future residents at all stages of life and at all income levels.

The Housing Strategy was underpinned by extensive technical work found in the [Housing Needs and Opportunities Report](#). The Housing Needs and Opportunities Report articulates the current state of housing in Burlington and is guided by the Housing Strategy project's intensive engagement plan and consultation findings. It serves as a body of detailed knowledge that formed the basis of the Housing Strategy. Additional study of current census data shows that the key findings above remain relevant to Burlington today.

Key findings from the 2021 Housing Needs and Opportunities Report

- A range of housing options which align with the needs of current and future households is required.
- Demand for rental units continues to outpace supply. An increase in the number of rental units and rental housing affordability is required.
- A range of housing options is required to address the needs of all residents throughout their lives.
- Actions are required to ensure the private market continues to build housing that is within the Regional affordability threshold.
- Actions are required to unlock the potential for ARUs and other alternative forms of housing.
- Rental housing supply is not meeting the needs of existing and future residents.
- Housing ownership is not affordable for many Burlington residents.
- Burlington residents do not feel there is enough diversity or options for ownership housing in the City to meet residents' needs throughout their lifecycle.

- As Burlington continues to grow and evolve, housing options will need to reflect this growth and change.

Provincial Policy Framework

Planning Act

The *Planning Act* is provincial legislation that sets out regulation surrounding land use planning in Ontario. This includes responsibilities relating to the development of safe and healthy communities and the adequate provision of housing, as well as regulations relating to Additional Residential Units.

Additional Residential Unit Policy Framework

The Province of Ontario refers to an ARU as a unit which is a “self-contained dwelling unit with a private kitchen, bathroom facilities, and sleeping areas”⁵.

The *Planning Act* provides an additional residential unit framework using an “as-of-right” permission approach which supersedes local official plans and zoning provincially. The additional residential unit framework, which came into force on November 28, 2022, applies to any parcel of urban residential landⁱ in settlement areas with full water and sewage services where residential units are permitted. In addition to the principal dwelling unit within a detached, semi-detached, or row house, up to two additional residential units are permitted per property as either:

- two additional residential units in a detached, semi-detached, or row house; or
- one additional residential unit in a detached, semi-detached, or row house and one additional residential unit in an accessory building or structure.

These changes also prohibit municipalities from:

- imposing development charges or requiring parkland dedication or cash-in-lieu in connection with any additional residential units; and
- applying minimum unit sizes and requiring more than one parking space in connection with these units.

Further, the *Planning Act* and associated Ontario Regulation 299/19 set out additional regulation that prohibits municipalities from including policies and regulations in their Official Plan and Zoning By-law that apply a minimum unit size for ARUs and from requiring more than one parking space per additional residential unit.

In September 2023, the City amended its Additional Residential Units policies through a [City-Initiated amendments to the BOP, 2020 and the Zoning By-Law 2020](#). This amendment brought the City’s Official Plan and Zoning By-Law into compliance with the policies of the *Planning Act*.

⁵ <https://www.ontario.ca/page/add-second-unit-your-house#:~:text=A%20second%20unit%20is%20a,or%20in%20a%20coach%20house>

Provincial Policy Statement (PPS)

The Provincial Policy Statement, 2020 (PPS, 2020) applies throughout the Province and supports a comprehensive, integrated and long term approach to planning, and recognizes linkages between land use and how we get around, where we live, work and play. The PPS, 2020 provides policy direction on matters of provincial interest related to land use planning and development.

The PPS, 2020 requires that municipalities plan for efficient development patterns that make the best use of land and public investment in infrastructure and public service facilities. These land use patterns promote a mix of housing, including affordable housing, employment, recreation, parks and open spaces, and transportation choices that increase the use of active transportation and transit before other modes of travel. All land use decisions must be consistent with the PPS, 2020.

On August 20, 2024, the Minister of Municipal Affairs and Housing announced that a new PPS will take effect on October 20, 2024. This will in turn repeal the *Places to Grow Act, 2005*. City Staff are in the process of reviewing the 2024 PPS and will include an overview of the new PPS as it applies to the Official Plan Amendment to Increase Housing Options in the Draft Official Plan Amendment Planning Justification Report to ensure that the proposed policies align with the PPS, 2024.

Current Permissions in the Residential Neighbourhood Area and Additional Residential Units Policies of the 2020 Official Plan

While the BOP 2020, made strides in setting a policy framework that creates opportunities for increased housing options, a wide range of recent changes including changes to Provincial Policy, the Council approved objectives and actions of the City's Housing Strategy, Council's motion to *engage with the community to implement four units as-of-right and other actions identified in the [Housing Strategy](#)* together provide a timely opportunity to undertake a study to support a city-initiated official plan amendment to increase housing options that will explore the policies of the Residential Neighbourhood Area in the BOP 2020.

The City's Growth Framework presents a built form strategy for new development and identifies the locations where the City will be planning for significant population and employment growth and higher intensity mixed uses in the coming decades. These are areas where significant growth and change are identified as the Primary Growth Areas, Secondary Growth Areas, and Employment Growth Areas. Examples include, the city's Urban Growth Centre and Major Transit Station Areas surrounding Burlington's three GO Stations (Aldershot Go, Burlington Go, and Appleby GO), as well as Burlington's Downtown and Uptown Urban Centres and its intensification Corridors and Mixed-Use Nodes.

While also included in the Growth Framework, the Established Neighbourhood Areas are areas where intensification is generally discouraged, with a number of exceptions. This approach acknowledges the wide range of designations currently found in these

areas from primarily low rise, single detached built form to mid-rise to tall buildings. There are diverse opportunities for change and intensification in accordance with permissions and densities established in the underlying land use designation.

The Established Neighbourhood Areas are composed of diverse areas of low density (detached and semi-detached dwellings), medium density (townhouses and walk up apartments) and High density (taller residential buildings), these areas are identified as distinct areas guided by existing designations and their requirements and where intensification is generally discouraged, with some exceptions including additional residential units, among other things.

[Residential Neighbourhood Areas \(Section 8.3 of the BOP 2020\)](#)

The purpose of this study and future City-Initiated Official Plan Amendment is to identify opportunities to expand permissions within the Residential Neighbourhood Area for gentle intensification and to increase housing options.

The Neighbourhood Residential Areas (identified on Schedule B: Urban Structure of the BOP 2020) make up a significant proportion of the Urban Area. These lands are intended to accommodate a wide range of residential uses and forms, together with supporting parkland, and other land uses. Development in the Residential Neighbourhood Areas is intended to be compatible with and should enhance the physical character of the surrounding area. Across the Neighbourhood Residential Area, housing may take the forms ranging from single detached homes to tall buildings. The Residential Neighbourhood Areas are comprised of three land use designations: Residential-Low Density, Residential – Medium Density, and Residential – High Density.

The Neighbourhoods are not considered areas where significant intensification will take place, nor areas that will help the city achieve population growth targets, as set out in the Growth Framework. However, this does not mean our neighbourhoods are static, unchanging and frozen in time. Policies under Section 2.4.2(3) b) of the Growth Framework and the Residential Neighbourhood Area designation land use policies of the urban area under Section 8.3 highlight the opportunities for intensification, including the maximum density permissions. Policies relating to Additional Residential Units also provide options for increasing the number of units permitted on an urban residential lot.

Currently, each designation is based on the function, land uses, location, density and scale of development. The BOP 2020 indicates that new residential housing within the Residential Neighbourhood Area will be accommodated primarily through the intensification of existing areas, where compatible. The City will address new housing demands, through the best use of existing infrastructure and public service facilities within the Urban Area.

[Downtown Urban Centre: Low-Rise Neighbourhood Precinct \(Section 8.1.1\(3.11\) of the BOP, 2020\)](#)

The Downtown Urban Centre – Low-Rise Neighbourhood Precinct is within the Downtown Urban Centre. This precinct includes the St. Luke’s and Emerald Neighbourhoods as well as other low-rise residential areas as shown on Schedule D: Land Use- Downtown Urban Centre of the BOP, 2020. The intent of these policies is to maintain the existing established residential and historic character of these low-rise neighbourhoods. Permitted uses within these neighbourhood areas are low-rise in nature and include single-detached and semi-detached dwellings as well as duplex, townhouse and low-rise apartment buildings, and some non-residential uses. Additional Residential Units are permitted in these areas through the Additional Residential Unit policies under Section 8.7.2 of the BOP, 2020.

The policies for the precinct do restrict the permitted uses to existing uses and single-detached dwellings within the St. Luke’s and Emerald Neighbourhoods and heights of buildings to two and a half (2.5) storeys. Density is further restricted to within the St. Luke’s and Emerald Neighbourhoods to the same density as the Residential – Low Density designation: twenty-five (25) units per net hectare.

The Downtown Urban Centre: Low-Rise Neighbourhood Precinct policies are currently under appeal.

[Uptown Residential - Medium Density Designation \(Section 8.1.1\(4.7\) of the BOP, 2020\)](#)

The Uptown Residential – Medium Density designation is within the Uptown Urban Centre and relies upon the Residential – Medium Density designation policies. The intent of the Uptown Residential – Medium Density designation is to preserve the existing established, lower intensity residential neighbourhood area located east of Appleby Line. The only differing permission from the Residential – Medium Density designation under the Residential Neighbourhood Areas is that single-detached dwellings are not permitted within the Uptown Residential – Medium Density designation.

[Additional Residential Units \(Section 8.7.2 of the BOP 2020\)](#)

The ARU policies of the BOP 2020 apply to any land use designation that permits residential uses within the City of Burlington subject to the Burlington Official Plan, 2020.

Burlington’s Official Plan, 2020, defines an Additional Residential Unit (ARU) as:

“a self-contained dwelling unit which is located within, and/or on the same parcel of urban residential land as a single-detached dwelling, semi-detached dwelling, or townhouse unit or street townhouse unit.”

The Additional Residential Unit policies apply to any land use designation that permits residential units within the urban area, where single-detached, semi-detached, townhouse and street townhouse units are permitted. This includes the Residential

Neighbourhood Areas, the Low-Rise Neighbourhood Precincts in the Downtown Urban Centre, and the three Neighbourhood Character Areas.

Currently, the number of residential units per lot permitted is three: one as the primary residential unit and, two additional residential units. Up to one ARU may be located within a building or structure that is accessory to the principal unit.

While the density provisions of the OP and Zoning By-Law do not apply to ARUs, they remain subject to the built form that is permitted in the designation and must meet the regulations for that built form, such as a single-detached dwelling, semi-detached dwelling or townhouse dwelling. This means that the additional residential units must fit within the permitted building envelope for these principal uses. In the case of a detached additional residential unit, located within an accessory building, the dwelling would need to meet the requirements set out for accessory buildings under the Zone.

The Additional Residential Unit policies rely on the regulations and permissions for the principal unit (a single detached, semi-detached or townhouse unit) for the building envelope, i.e. scale, lot coverage, and yard setbacks. For example, if an individual wanted to build a single-detached dwelling with multiple additional residential units contained within the building, the building would still need to be within the lot coverage permissions for a single detached dwelling.

The Additional Residential Unit regulations include parking requirements, limits on number of units and other non-building envelope requirements.

Public feedback: What have we heard so far?

Official Plan Amendment to Increase Housing Options – Engagement Plan

The Official Plan Amendment to Increase Housing Options Study is the first item of the BOP, 2020 Targeted Realignment Exercise Workplan to meet the requirements set out in the [Engagement Approach](#); requiring an engagement plan.

An [Engagement Plan](#), has been prepared to provide a roadmap of the engagement activities that will take place throughout the project and was informed by consultation with the Deputy Mayor of Engagement and Partnerships. This Engagement Plan highlights the points in the process where engagement will take place, who will be engaged and the level of engagement to be undertaken. The Engagement Plan includes a decision statement, a summary of interested and affected parties as well as engagement objectives. It outlines the engagement milestones for each project stage, policies and factors that cannot be influenced, and proposed forms of engagement and communication with the public.

The Engagement Plan is intended to provide a broad overview of the engagement activities that will take place and is subject to change over the course of the project as new information and insights become available.

For the most part, the key engagement milestones are closely aligned with the proposed project timeline for the first phase (residential zones) of the NZBP project, save and except for the early engagement that has already taken place and the timing of the Official Plan Amendment Statutory Public Meeting and Final draft of the OPA recommendation Report, which will precede the implementing Zoning By-law.

To support early engagement efforts, Staff launched the Official Plan Amendment to Increase Housing Options Study and posted the [Engagement Plan to the BOP, 2020 Targeted Realignment Exercise Get Involved project page](#).

[Preliminary Engagement on the Official Plan to Increase Housing Options Mayor's Speaker Series](#)

The OPA to Increase Housing Options Study team attended the Mayor's Speaker Series 'Innovation to Action' inaugural event on May 27, 2024. At the event, the project team had a tradeshow style table where the team provided information to the public about the OPA to Increase Housing Options Study, answered questions and provided the survey questions on boards where members of the public were able to share their thoughts and ideas.

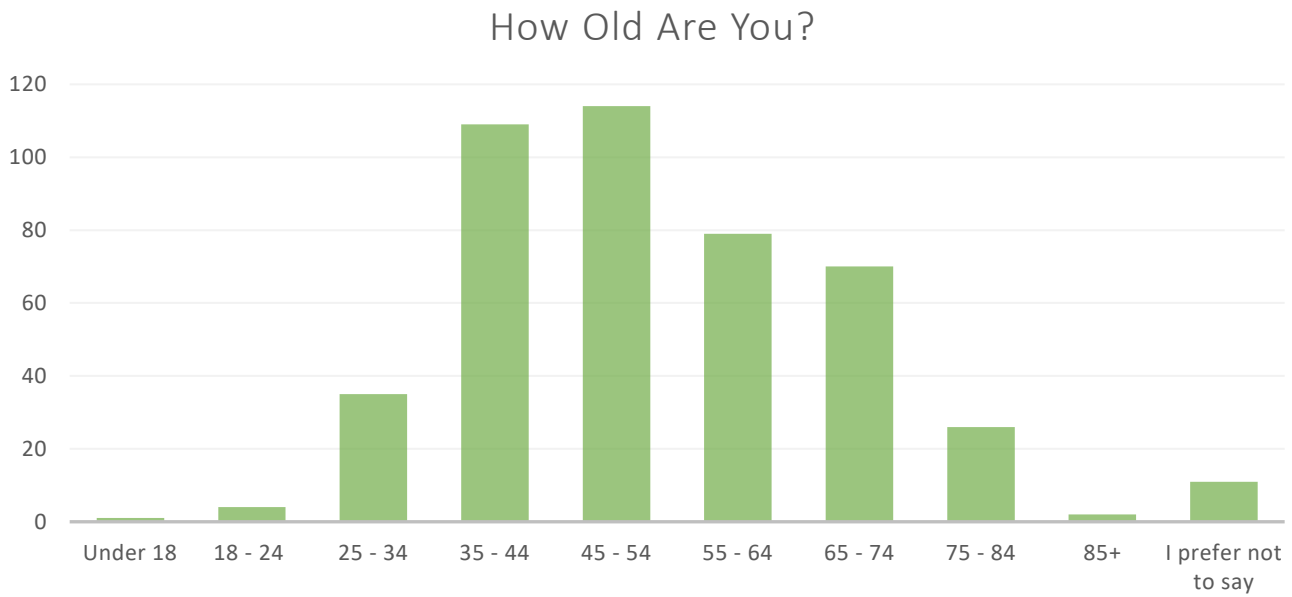
A detailed analysis of the Survey findings and the findings of the Speaker Series Engagement will be presented in a future feedback report that will highlight key findings, key themes and will articulate how the information will be used to inform the Official Plan Amendment to Increase Housing Options. The detailed analysis will also provide a starting point on how staff approach engagement on the Official Plan Amendment in the fall.

[Increasing Housing Options Survey](#)

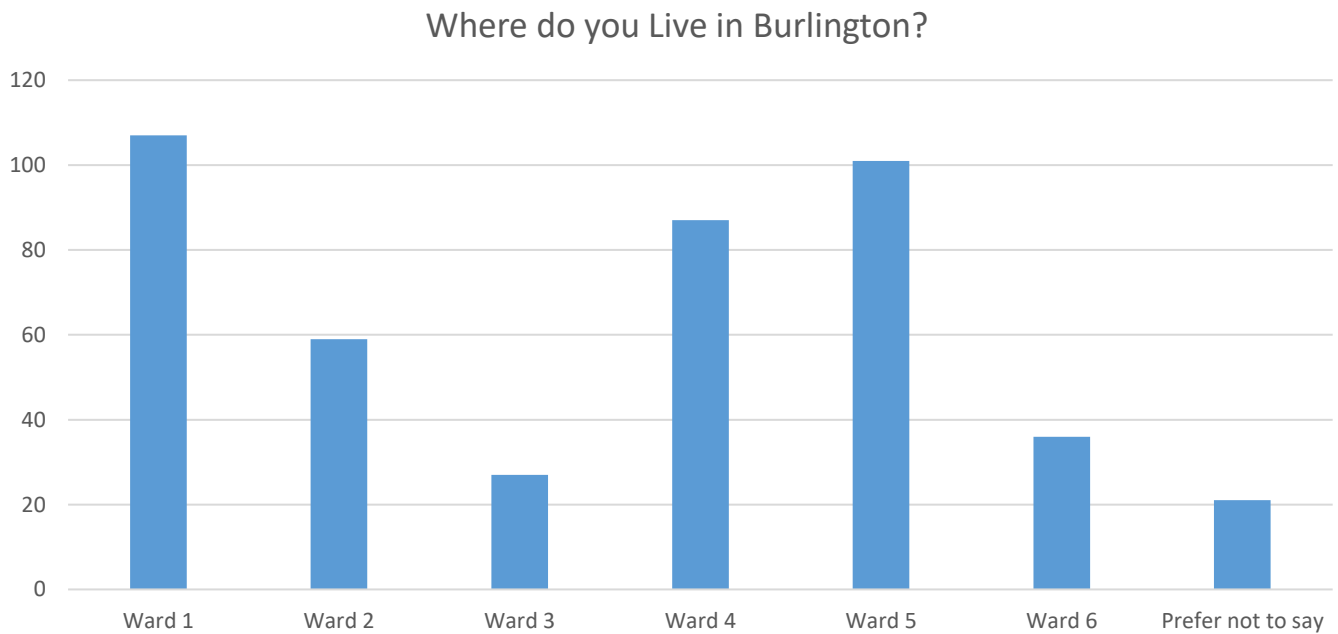
As a part of the initial engagement on the Official Plan Amendment (OPA) to Increase Housing Options Study, Staff launched the Increasing Housing Options – Survey 1 on the project's web page. The survey introduced the project and provided the public with an opportunity to share their housing priorities, interests and concerns. This information will be used, along with other inputs, to inform the early stages of the project. The survey was available on the BOP, 2020 Targeted Realignment Exercise Get Involved project page from Monday May 27, 2024, until Friday June 14, 2024, and had 452 responses. The initial findings are identified below:

Initial Survey Findings:

There were responses from all age groups (from under 18 to 85+)

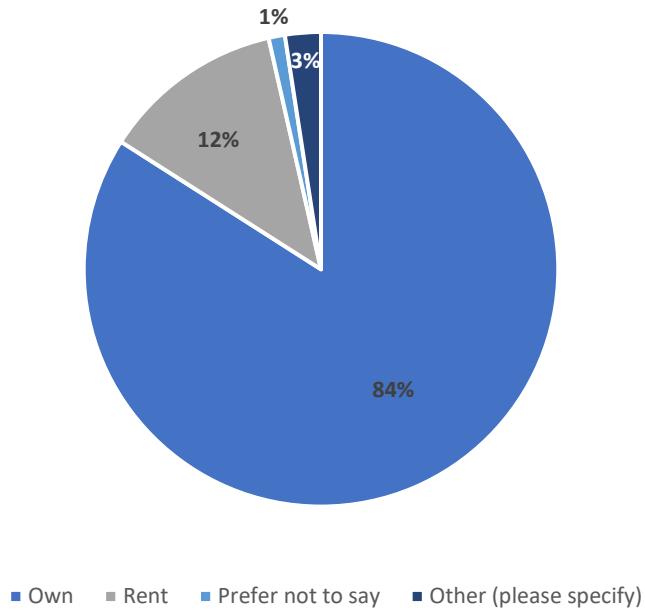


There were responses from all Wards in the city



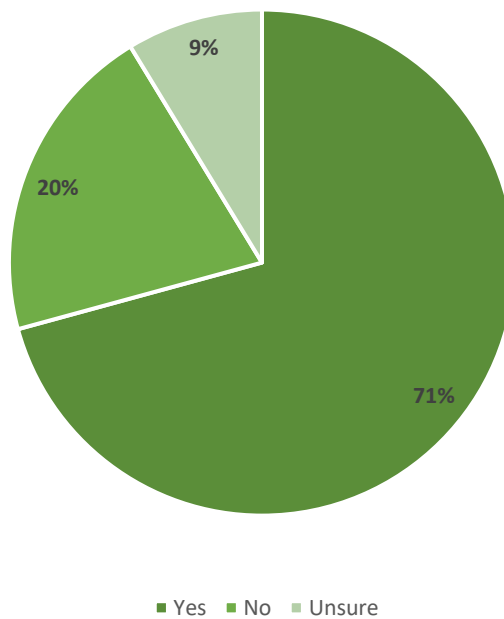
There were responses form a variety tenures.

Do you rent or Own Your Current Home?



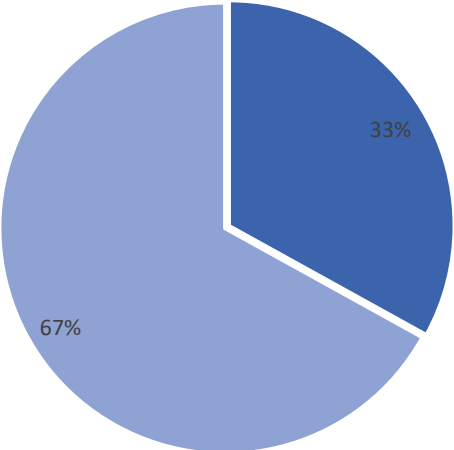
The majority of respondents had concerns about increasing housing options

Do you have any concerns about increasing housing options?



One third of respondents were aware that the City currently permits 3 units as-of-right

Did you know that right now you can have up to three units per residential lot?



■ Yes ■ No

**We asked What do you want us to know before we get started on the Increasing Housing Options Study?
Responses included:**

“Parking restraints and road infrastructure to sustain more traffic, transit etc.”

“Better on street parking needs to be made available.”

“Get going with getting rid of exclusionary single-family zoning. Residential zoning should be renamed neighborhood zoning and allow more as of right low-rise zoning in what is now single detached/single family zones.”

“Any implementation be neighbourhood appropriate, to enhance the existing environment including greenspaces and neighbourhood facilities.”

“To be honest, 4 units per residential lot seems excessive. How can four units plus parking for potentially 8+ cars/trucks plus any kind of meaningful green space be maintained on any but the biggest of lots? Unless they are stacked your high which is such a potential intrusion on all surrounding homes.”

“There is a need to create housing stock that allows over-housed people to move into something smaller yet a single-family dwelling.”

“Lots of our street are hard pressed to accommodate two units and associated green space and parking. I cannot see how they would handle four units and parking without paving over green space.”

“While I appreciate the action to create housing and to be creative and efficient in doing so, I am most concerned about the affordability of said housing”

“I am concerned about infrastructure and the growing congestion off Appleby “

“I just want to be able to buy a home”

“I fully support implementing four units as-of-right per residential lot. This will help improve housing access and increase density- which has a variety of health and ecological benefits.”

“It has to fit into the character and scale of the existing neighbourhood. There must be enough parking.”

“Consider people hoping to retire in Burlington and senior living spaces with walkability and community supports nearby”

“I support increasing density. It does come with a municipal responsibility to increase related services (eg transit, libraries, recreation, healthcare) to keep the space livable. More people doesn’t have to mean more cars and more parking. It could mean more frequent buses.”

“The places you want to build do not have the infrastructure to allow for the number of people you will add to the area, it will cause traffic congestion and the small schools to be overpopulated.”

“Its a great thought process but should be done in a way that it goes with the neighborhood”

“I believe the infrastructure as it is at this time is over strained supporting the existing zoning “permitted use” bylaw and adding a fourth unit could exacerbate issues, ie; parking, water / sewer, and transportation , particularly in the more mature Burlington neighborhoods.”

“I don't want it changed. Leave it at 3 units!”

“No more homes, that's what I want you to know”

“Great idea. do it now”

“Not interested”

“unacceptable”

“Might like to build a small house on my lot for our daughter.”

“ok”

A Made In Burlington Solution: Preferred Approach

A preferred approach has been developed for Council's consideration to effectively implement Council's motion to permit four units as-of-right and other actions of the Housing Strategy including opportunities to increase the range of housing options available. Phase 1 will seek to fulfill the requirements of the Housing Accelerator Fund Action Plan and will lay the foundation for a revised framework for the Residential Neighbourhood Area policies in order to increase the range of housing options available in our neighbourhoods, as directed through the Actions of the Housing Strategy.

The preferred approach will be applied through multiple phases, each phase will build upon the previous phase to implement the Council Motion. Permitting four Units as-of-right and increasing housing option is a significant undertaking, and is one that requires careful consideration, extensive public engagement, in-depth analysis and examination of the policies and context. The preferred approach proposes to:

1. Permit four units as-of-right through the Additional Residential Unit policies contained within the BOP, 2020.
2. Review the policies of the Residential Neighbourhood Area designations, including the Neighbourhood Character Area policies of the BOP, 2020.
3. Study and identify areas along the peripheries of our neighbourhoods to evaluate opportunities for increased housing options.

The Preferred Approach

This section of the report provides a description of each of the three phases of the Preferred Approach. These aspects of the approach will guide the preparation of the amendments to the Burlington Official Plan, 2020.

Phase 1: Four units as-of-right through Additional Residential Unit policies

Timing: Q1 2025

Council's Motion directed staff to implement four units as-of-right. The preferred approach proposes to permit four units as-of-right initially through the Additional Residential Unit policies of the BOP 2020. This amendment would permit four units as-of-right, permitting one more additional residential unit than is currently permitted in the ARU policies for a total of three additional residential units, in addition to the principal unit. This would ensure that the City is able to meet the requirements of Action 3 of the Housing Accelerator Fund Action Plan within the prescribed timing in order to retain funding.

As a part of this approach Staff would review the policies relating to Additional Residential Units under Section 8.7.2 of the Burlington Official Plan, 2020, including policies such as the number of units permitted within an accessory building and more. These policies will be reviewed, and staff will engage with the public on any proposed amendments.

Phase 2: Review the Residential Neighbourhood Area and set a revised policy framework

Timing: Q1 2025

Council's motion also directs staff to implement actions identified in the Housing Strategy including implementing opportunities to increase housing options available. This project will focus on study of the Established Neighbourhood Area and like-policy areas, such as the Downtown Urban Centre Low-Rise Neighbourhood Precinct and the Uptown Residential Medium Designation to identify opportunities to increase primarily, ground-oriented housing options such as but not limited to, increased opportunities for semi-detached and townhouse units, additional residential units (ARUs) and "missing middle" building typologies that would increase opportunities for more housing options in Burlington's communities through review of the BOP 2020's Residential Neighbourhood Area Policies and Additional Residential Units policies among others. Staff are proposing to review the related policies in order to ensure that policies:

- Focus on flexibility to allow for more housing options in neighbourhoods.
- Focus on built form and scale, not density, as the defining feature for each designation, in order to provide a clear understanding of what is expected in each designation.
- Focus on compatibility and reinforcing the existing built form within our neighbourhoods while providing opportunities for flexibility to reduce barriers to increasing housing options.
- Build upon lessons learned through Burlington's Neighborhood Character Area Study and the Re-Examination of the Downtown Official Plan Study (in particular the Low-Rise Neighbourhood Precincts) to identify policy tools that support gentle ground-oriented intensification that considers the context and character of Burlington's Established Neighbourhoods while providing opportunities to increase the diversity of housing.

Phase 3: Evaluate Areas of Transition: Identify the peripheries of neighbourhoods

Timing: TBD

This phase will build upon phase 1 and 2 of the Preferred Approach to explore the potential for increasing housing options and intensity of residential uses through expanding built form permissions along the peripheries of neighbourhoods. Staff will review the policies of the Residential Neighbourhood Area to identify where there may be opportunities to define, permit and regulate Missing Middle housing forms specifically through evaluating potential areas of transition along the peripheries of Burlington's neighbourhoods where they are supported by infrastructure, transit and can accommodate further growth and change in the form of missing middle and mid-rise housing forms.

Staff will undertake study work that will:

- Evaluate where there are opportunities for areas of transition along the peripheries of neighbourhoods that could support increased housing options based on mobility and functionality, and more in alignment with the Growth Framework and Long Term Frequent Transit Corridors.
- Consider the metrics used to evaluate growth and change in our neighbourhoods in order to ensure there is a suitable underlying framework in place that can manage the prospective change in a way that is appropriate and respectful of the character of our neighbourhood.

Next Steps

Project Milestones

Appendix B outlines the Official Plan to Increase Housing Options Study Milestones for phase 1 of the project. The focus over the next few months will include ongoing research and public engagement on the preferred approach, continuing into drafting the first Official Plan Amendment for the project. In order to stay aligned with the Housing Accelerator Fund Action Plan, staff are proposing to bring forward the implementing Official Plan Amendment for four units as-of-right to a statutory public meeting in December. Staff will continue to engage and prepare the draft Official Plan Amendments that align with subsequent phases of the Preferred Approach throughout the Fall continuing into 2025.

Upcoming Engagement

The OPA to Increase Housing Options Engagement Plan provides an outline of engagement activities that will take place during Phase 1 and 2 of the Official Plan Amendment to Increase Housing Options Study highlighting when engagement will take place, who will be engaged and the level of engagement. The Engagement Plan will need to be updated in order to include other phases of the Preferred Approach, as appropriate. The plan also outlines what the City, the public and interested and affected parties can influence.

In the coming months, the Official Plan Amendment to Increase Housing Options team will be attending the Food for Feedback Event on September 14, 2024, and will be hosting multiple public information sessions including both virtual and in-person events throughout October. Staff will also be engaging with the public through the Get Involved Targeted Realignment Project page, and pop-ups throughout the City. Staff will also engage with the development industry, staff and other interested and affected parties throughout the process.

Public Information Session dates:

- Thursday October 17, 2024, 7-9 pm: virtual
- Tuesday October 22, 2024, 7-9 pm: in-person at Central Arena Auditorium

- Thursday October 24, 2024, 7-9 pm: in-person at Appleby Ice Centre Community Room 1
- Monday October 28, 2024, 7-9 pm: virtual

What You Should Know To Get Involved

You can get informed by reading this report and following the Burlington Official Plan, 2020 Targeted Realignment “Get Involved Burlington” page on the City’s engagement website. Here you will find key information and updates as well as contact information for the City staff project team. You can also review the Engagement Plan to understand when and how you can give feedback.

To learn how to get involved, subscribe to project updates, review background material, or connect with City staff, please visit:

getinvolvedburlington.ca/officialplan

or

email housingstrategy@burlington.ca

ⁱ **Parcel of Urban Residential Land:** a parcel of land that is within an area of settlement on which residential use, other than ancillary residential use, is permitted by by-law and that is served by,

1. sewage works within the meaning of the *Ontario Water Resources Act* that are owned by,
 - i. a municipality,
 - ii. a municipal service board established under the *Municipal Act, 2001*,
 - iii. a city board established under the *City of Toronto Act, 2006*,
 - iv. a corporation established under sections 9, 10 and 11 of the *Municipal Act, 2001* in accordance with section 203 of that Act, or
 - v. a corporation established under sections 7 and 8 of the *City of Toronto Act, 2006* in accordance with sections 148 and 154 of that Act, and
2. a municipal drinking water system within the meaning of the *Safe Drinking Water Act, 2002*; (“parcelle de terrain urbain d’habitation”)

Appendix A: Official Plan Amendment to Increase Housing Options Study Background Report: Jurisdictional Scan

Municipal Best Practices: Gentle Intensification policies & Missing Middle Housing permissions

Municipality	Projects and Studies relating to Increasing Housing Options	Official Plan policies & Zoning By-law regulations overview
Toronto, Ontario	<p><u>Expanding Housing Options in Neighbourhoods:</u></p> <ul style="list-style-type: none"> • Garden Suites Study (2022) permitted additional residential suites in accessory buildings without laneway access city-wide; • Multiplex Study (2023): focused on permitting multiplexes – residential buildings containing up to four units – across Toronto’s low-rise neighbourhoods • Major Street Study (present): aims to bring more housing to Toronto’s low-rise neighbourhoods by permitting gentle intensification of residential units in areas designated Neighbourhoods along Major Streets <p>Other initiatives:</p> <ul style="list-style-type: none"> • Multi-tenant Houses (2024): new consistent framework to ensure that multi-tenant houses (rooming houses) are safe and permit affordable housing options across the city. <p>Earlier initiatives:</p> <ul style="list-style-type: none"> • Secondary Suites: removing policy barriers to permit additional residential units throughout Toronto 	<p><u>Official Plan</u></p> <ul style="list-style-type: none"> • Detached houses, semi-detached houses, multiplexes (up to four units: duplex, triplex or fourplex), townhouses and walk-up apartments no higher than four storeys within the Neighbourhoods designation • Secondary Units including Garden Suites and Laneway Houses permitted up to a total of three residential units per lot • Proposing to permit apartment buildings up to six (6) storeys along Major Streets within Neighbourhoods Designation and development criteria and policies <p><u>Zoning By-law</u></p> <ul style="list-style-type: none"> • Defines duplex, triplex and fourplexes • permits and regulates purpose built duplexes, triplexes and fourplexes within each residential zone • permits the conversion of lawfully existing buildings to duplexes, triplexes, and fourplexes permitted the original building was built prior to 2023 and all units are contained within the building • Permits secondary suites in all residential zones • Definitions provide what is and is not considered as part of each housing typology.

	<ul style="list-style-type: none"> • Laneway Suites: permitting second units in a separate building subordinate in size to the primary dwelling and adjacent to a laneway 	
Mississauga, Ontario	<p><u>Increasing Housing Choices in Neighbourhoods:</u></p> <ul style="list-style-type: none"> • New Zoning and Official Plan rules for Additional Residential Units (2023): The new zoning allows up to three residential units on one lot (including the primary residence), and outlines the right lot size for one- or two-storey ARUs and gives direction on their size and height • New Zoning and Official Plan rules to allow Fourplexes (2023): The new regulations permit fourplexes as-of-right and the new regulations allow for a variety of fourplex configurations and help support the creation of more rental units in neighbourhoods. • Neighbourhood Zoning Review (present): The City of Mississauga is reviewing new simplified single-detached neighbourhood zones. The project will help remove barriers for housing like semi-detached and smaller-sized detached homes and allow more housing types to be built in residential areas that currently allow single-detached homes only. • Multiplex Review (present): currently reviewing how to permit multiplexes (more than four units) across Mississauga. 	<p><u>Official Plan</u></p> <ul style="list-style-type: none"> • ARUs permitted on detached, semi-detached and townhouse lots (Policy 11.2.5.9): • Up to two additional ARUs in addition to the principal dwelling residence (2 additional units in principal residence or one additional unit in the principal residence and one additional unit within a building ancillary to the main structure) • New policy to discourage ARUS from becoming severable infill housing (Policy 11.2.5.10) • New fourplex policy permissions (Policy 11.2.5.11), allowing for conversion of detached, semi-detached, townhouse, duplex and triplex dwellings to fourplexes; and, for purpose-built fourplexes on lands designated Residential Low Density I and II. <p><u>Zoning By-law:</u> New definition and zoning regulations for fourplex and attached and detached ARUs Pre-approved garden suite (detached ARU) plans subject to zoning setbacks and lot coverage regulations Proposing amendments to:</p> <ul style="list-style-type: none"> • Reduce the number of residential detached dwelling zones • Reduce minimum lot frontage and minimum lot area requirements • Introduce semi-detached dwellings as a permitted use in detached dwelling zones • Amend maximum dwelling heights for detached and semi-detached dwellings
Hamilton, Ontario	<p>Urban Hamilton Official Plan Amendment (UHOPA) No. 167 (2022) included policy change to implement the ‘No Urban Boundary Expansion’ growth option to the Urban Area, and UHOPA No. 202 which amended the secondary plan policies relating to Low Density Residential Policies.</p>	<p><u>Official Plan</u></p> <p>The City of Hamilton applies a Neighbourhoods designation that describes the neighbourhood functions, identifies appropriate scales of development and design for requirements for various land uses, and allow for the continued evolution of neighbourhoods. While not delineated as such, the neighbourhoods designation has three categories based on location, scale and design: Low Density Residential, Medium Density Residential and High Density Residential.</p>

	<p><u>Residential Zones Project - Reimagining Neighbourhoods:</u> final stage of the comprehensive Zoning By-law project, which will implement in phases new Low Density, Mid Rise and High Rise Residential Zones.</p>	<p>The Low Density Residential policies generally apply to the interior of neighbourhood areas with higher density dwelling forms and supporting uses located on the periphery of neighbourhoods or in close proximity to major roads. Lower density residential uses and building forms include: single-detached, semi-detached, duplex triplex, fourplex, street townhouse dwellings; and may include multiple dwellings containing a maximum of 6 units for lots in proximity to collector roads or arterial roads.</p> <p>Medium Density residential areas are characterized by multiple dwelling forms on the periphery of neighbourhoods in proximity to major or minor arterial roads, or within the interior of neighbourhoods fronting on collector roads.</p> <p><u>Zoning By-law</u> Through the Reimagining Neighbourhoods project the permissions for the types of housing that can be located throughout a neighbourhood are expanding to support growth in a more responsible and equitable way.</p> <p>The City’s Residential Zones Project is looking at how different types of housing can be built within and along the edges of neighbourhoods. Reimagining Neighbourhoods is about providing housing choice and more affordable housing options for the residents of Hamilton. Sets out Three new urban residential zones that allow single-detached, semi-detached, duplex, triplex, fourplexes and street townhouse dwellings, that will be applied to all low density residential zones.</p> <p>Defines and regulates the duplex, triplex, fourplex and multiplexes as their own uses. Additional Residential Units are permitted up to four units.</p> <p><u>Previous Zoning Regulations & Phased Approach</u> The City of Hamilton took a phased approach in regards to implementing four units as-of-right. As part of this phased approach in 2022, the Zoning By-law was amended to include regulations for <i>Conversions of existing dwellings to contain up to four units... which had the effect of eliminating exclusionary zoning on 76, 669 residential properties across the City</i> as outlined in Report PED22154(a). Further updates and work to the Official Plan and Zoning By-law since 2022, has lead to incorporating a larger range of low density residential uses including as-of-right policies and regulations such as for triplex and fourplex uses. Section 4.34 of the Zoning By-law which related to Conversion of existing dwellings to four units has since been removed from Zoning By-law 05-200 and was incorporated into the Additional Dwelling Unit policies, where appropriate.</p>
<p>Milton, Ontario</p>	<p><u>Additional Residential Units policies and regulations update (2024):</u> Approved Official Plan and Zoning By-law amendments address four units as-of-right through</p>	<p><u>Official Plan</u> Additional Residential Units permitted within the Residential Area and Central Business District</p>

	<p>additional residential unit policies. OPA 80 and Zoning Bylaw amendments were approved by Council on June 3, 2024, Item 9.1</p>	<p>Additional Residential Units</p> <p>2.7.3.17 To increase the supply of ground-related and rental housing, allow flexibility for multi-generational living, increase opportunities for affordable housing and provide gentle intensification, additional residential units (ARUs) shall be permitted within the Urban Area subject to conformity with the following:</p> <ul style="list-style-type: none"> (a) An ARU shall not be located on lands identified as hazard lands or as being within the regulatory flood plain, unless where specifically permitted by the Conservation Authority; (b) An ARU will be compatible with neighbouring properties and the surrounding neighbourhood by taking into consideration scale and built form; (c) An ARU must be connected to adequate municipal water and sewage services; (d) An ARU must have no adverse effect on stormwater management systems; (e) An ARU must have no adverse effect on site drainage as demonstrated through a grading plan; (f) Safe access to an ARU must be ensured by meeting fire and emergency service requirements; (g) Severance of an ARU from the lot shall not be permitted; and (h) An ARU shall be registered with the Town in accordance with the provisions of the Municipal Act. <p><u>Zoning By-law</u></p> <p>Zoning By-law 016-2014 for the urban area:</p> <p>Using Additional Dwelling Unit (ADU) terminology. Maximum 3 ADUs on a lot; 1 parking space for the principal dwelling unit plus 1 parking space for each ADU</p> <p>Zoning By-law Regulations Summarized in Five Sections:</p> <ol style="list-style-type: none"> 1. General regulations that apply to all ADUs 2. Principal building containing one or more ADUs 3. Accessory building containing an ADU, but not containing a detached garage 4. One-story accessory building containing detached garage and an ADU 5. Two-story accessory building containing detached garage and an ADU
<p>Edmonton, Alberta</p>	<p>Missing Middle Zoning Review (2019)</p> <p>The City of Edmonton conducted a review of middle density residential zones to identify what regulation changes would be needed to reduce barriers that prevent the development of missing middle housing. This included reviewing zones and overlays including:</p>	<p><u>Official Plan</u></p> <p>Under the Growth Management Framework the City Plan has set a long term goal of 50 percent of the new homes to be infill unit as the population continues to grow.</p> <p>Residential Housing Forms: Matching Demand with Opportunities</p> <p>As sites, neighbourhoods and districts evolve the City will continue to work with communities and development partners to increase and diversify Edmonton’s housing supply. This will happen through the staged expansion of new neighbourhoods in</p>

	<p>Small Scale Infill Development Zone, Medium Scale Residential Infill Overlay, Among other Zones.</p> <p>Residential infill guidelines (2009)</p> <p>Edmonton’s Infill Roadmap Initiative Started in 2014, the Infill Roadmap Initiative supports residential infill throughout the older residential neighbourhoods in order to address housing needs in these areas. The roadmap contains 25 actions in 2018 and encourages partnerships and pilot projects and ran until 2022, and remaining work was integrated into other ongoing projects and initiatives.</p> <p>Missing Middle Infill Design Competition (2019): City hosted a design competition for a city-owned parcels of land where the winner received the right to purchase the parcels of land and build their winning design pending rezoning approval. Focus</p>	<p>the developing area, and by increasing density along nodes and corridors and by enabling ongoing residential infill in the redeveloping area. Edmonton’s City Plan Concept provides an opportunity to develop a diversity of housing types thereby offering residents more choice of housing types in all areas of the city.</p> <ul style="list-style-type: none"> • Low Density Residential permits single-detached, row housing tiny homes and multi-unit housing. • Medium Density Residential permits row housing, low to mid-rise multi-unit housing. • High Density Residential permits mid-rise and high-rise <p><u>Zoning</u> RS – Small Scale Residential Zone: to allow for a range of small scale Residential development up to 3 storeys in height, including detached, attached and multi-unit Residential Housing.</p> <p>Permits: backyard housing, duplex housing, multi-unit housing, row housing, secondary suites, semi-detached housing, single-detached housing with a total of 8 dwelling units max on an interior lot.</p> <p>RSM – Small-Medium Scale Transition Residential Zone: allows for a range of medium scale residential development as well as limited commercial. This zone can be used to support the transition between small scale and large scale residential development throughout the city, but it does not have to be used in this way. It also supports complete, compact communities, where residents can meet their daily needs closer to home.</p>
<p>Victoria, BC</p>	<p><u>Missing Middle Housing Initiative (2023)</u> The Missing Middle Housing Initiative proposes to allow houseplexes and corner townhouses in addition to single-family homes in Traditional Residential Areas of the City.</p>	<p><u>Official Plan</u> Defines Missing Middle Housing as: (a) buildings are used or designed as two or more self-contained dwelling units, not counting accessory dwelling units, with at least half of the units having direct access to the outside, at least two of which share a common wall or an area that forms the floor of one unit and the ceiling of the other and are not linked by a trellis, deck, breezeway or similar connection; or (b) a single family dwelling is located on a lot with a building on a heritage register</p> <p>Urban Place, Traditional Residential The Traditional Residential designation consists primarily of residential and accessory uses in a wide range of primary ground-oriented building forms including single, duplexes, townhouses and row-houses and house conversions. Low-rise multi-unit residential and mixed-use buildings in select locations as described in this plan or other City Policy.</p> <p><u>Urban Place Designation Guidance, Traditional Residential</u> A. <u>Built Form:</u></p>

		<p>Missing middle housing and other ground-oriented buildings, including attached, duplex, and single detached dwellings. Low-rise multi-unit buildings as supported by City policy, including local area plans.</p> <p>Heights may generally range from two to three storeys, depending on site conditions and the existing and envisioned context of the area as supported by City policy.</p> <p>B. <u>Uses:</u></p> <ul style="list-style-type: none"> • Residential, including missing middle housing, ground-oriented multi-unit, attached, duplex, and single detached dwelling buildings. • Accessory residential, such as secondary suites, lock-off suites, and garden suites. • Low-rise multi-unit residential and mixed-use may be considered in areas that support the growth management concept and mobility objectives in this plan, such as along transit priority corridors, or as otherwise identified in City policy, including local area plans. <p>C. <u>Density Guidance</u> (Guidance - not development regulation, rights or entitlement, which is determined by the Zoning By-law)</p> <p>Low Density residential (approximately 1.1:1 FSR)</p> <p>Additional density may be considered where appropriate in certain limited areas, as identified in City policy including local area plans.</p> <p><u>Zoning By-law:</u></p> <p>Schedule P – Missing Middle Regulations, of the Zoning Regulation Bylaw:</p> <p>Missing Middle Housing regulations add more diverse housing options in Victoria without removing existing zoning. The regulations allow houseplexes, corner townhouses and heritage conserving infill housing in Traditional Residential areas. This means up to six homes can be built on an average residential lot.</p> <p>There are three forms of Missing Middle Housing allowed by the new regulations:</p> <ul style="list-style-type: none"> • Houseplexes • corner townhouses • heritage conserving infill <p>Secondary dwelling units and uses created as a result of a housing conversion are permitted, subject to further regulations.</p> <p>Definitions:</p>
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