

SUBJECT: Recommended amendment to Burlington Housing Community Improvement Plan  
TO: Committee of the Whole  
FROM: Development and Growth Management  
Community Planning  
Report Number: DGM-35-26  
Wards Affected: All  
Date to Committee: May 11, 2026  
Date to Council: May 26, 2026

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## **Recommendation**

Approve the amendment to the Affordable Rental Housing Community Improvement Plan, attached as Appendix A to development and growth management report DGM-35-26 at the direction of Council's referral motion of March 2, 2026; and

Instruct the Clerk to prepare the necessary by-laws to amend the by-law to designate the Community Improvement Project Area (CIPA) and amend the by-law that adopted the Affordable Rental Housing Community Improvement Plan in accordance with section 28 of the Planning Act; and

Deem that Section 17(21) of the Planning Act has been met; and

Approve the recommendation for implementation and funding found in this report related to 2026 and direction for 2027; and

Direct the Director of Community Planning to prepare a budget business case for the 2028 budget to identify program priorities and propose for Council consideration, City budget or other budget sources to support implementation of the full range of Housing Community Improvement Programs.

## Executive Summary

### Purpose of report:

- The report and its appendices present a set of recommended amendments to the City's Housing Community Improvement Plan that can be deployed on a temporary basis to incentivize the type of housing that the existing development pipeline is not currently expected to deliver, i.e. rental, missing middle, larger sized units and affordable units; and,
- To recommend a proposed funding approach for 2026 and present recommendations for monitoring and connection with Council in early 2027 to confirm available Housing Accelerator Funds (HAF) and recommend a funding approach for 2028

### Key findings:

- Despite a number of significant announcements and changes to legislation since March 2026 the key findings shared in DGM-27-26 remain the same.
- Federal and Provincial announcements related to temporary HST programs have been well received by industry and early results seem to indicate that sales potential for new homes is increasing.
- The joint Federal and Provincial announcements related to housing-related infrastructure funding remains unclear at this time. No recommendations in this report rely on this funding.
- Through engagement and through a Statutory Public Meeting, feedback was collected on the draft temporary programs that form the basis of an amendment to the CIP.
- Feedback from the community, interested parties and Council was considered in finalizing the amendments.
- Amendments include:
  - Changes to the title of the existing "Burlington Affordable Rental Housing Community Improvement Plan" to the "Burlington Housing Community Improvement Plan including amendments to the by-law to designate the Community Improvement Project Area (CIPA) to acknowledge Council's interest in providing additional housing incentives within the CIPA ;
  - A new general goal and objective to identify the suite of temporary programs;
  - A new section 5.9 that presents the objectives, general eligibility requirements and introduces the programs; and,
  - An addition to the existing Appendix B which provides the details of each temporary program.

Implications:

The implementation of the new temporary programs recommended to form part of the City's Housing CIP will have budget and human resources implications. Including:

- Implementing application materials and processes,
- Developing the details of, and confirm the administration of the temporary Tax Increment Equivalent Grant (TIEG),
- Developing standard legal agreements or other implementation support.

Staff recommend a report back in early 2027 to assess uptake, understand available HAF funds, and present recommendations for funding for 2027.

Staff further recommend that budget business case for the options for implementing the Burlington Housing Community Improvement Plan for consideration for 2028 and beyond.

# Recommendation Report

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## Background

For all relevant background please refer to [DGM-27-26](#). That report and its attachments set out:

- The referral motion from Council that initiated and defined the assignment;
  - Information about the City's existing Affordable Rental Housing Community Improvement Plan;
  - Relevant Provincial and Federal Government actions;
  - The process for preparing an amendment to the CIP;
  - The Draft Amendment and its proposed programs;
  - Discussion of the only available funding source – Housing Accelerator Funds;
  - Engagement Summary; and,
  - Recommendations.
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## Analysis

The recommended amendment to the “Burlington Affordable Rental Housing CIP” attached as Appendix A to this report was developed over a brief period to address a time sensitive challenge identified by Council and the development community.

### Developing the recommended amendments:

Staff considered the results of engagement and feedback from the Statutory Public Meeting and the very short period after the Statutory Public Meeting prior to the finalization of this report. The findings of engagement are presented in the following appendices:

Appendix Title	Time Period	Purpose
Appendix C: Engagement Feedback Summary Report	March 13- April 14, 2026	Summarizes the findings of the engagement undertaken on the Draft ARHCIP Amendment. The document describes how feedback did or did not inform the recommended amendment.
Appendix D: Statutory Public Meeting Feedback Summary Table	March 23 – April 14, 2026	Provides an overview of the feedback received from written submission, delegations, and discussions

		with Council. The document describes how feedback did or did not inform the recommended amendment.
Appendix E: Post-Statutory Public Meeting Feedback Summary Table	April 15 – April 29, 2026	Provides an overview of feedback received on the Draft Amendment after the Statutory Public Meeting. The document describes comments and how feedback did or did not inform the recommended amendment.

Staff reviewed current development pipeline data with a focus on identifying applications that have not yet submitted site plan or building permit applications and the extent to which they are less likely, realistically, or most likely to proceed to construction, informing potential eligibility under the proposed Temporary Programs of the CIP. This work was supplemented by direct outreach to the applicants and landowners to bring awareness of the proposed Temporary Programs. Some informal feedback was received indicating an interest in following the Council decision on this matter and potential follow up with staff afterward. The informal feedback provided a grounded picture of potential uptake and informed several implementation elements, including the refinement of eligibility criteria such as the required bedroom mix, the establishment of program budgets and funding caps, and the introduction of funding distribution safeguards to support balanced access to Temporary Program resources.

Benefits:

Adopting the amendments to the CIPA and the CIP, as recommended, provides an opportunity to:

- Continue to base the long-term approach for the City’s Housing Community Improvement Plan on affordable rental housing;
- Broaden the scope of the City’s CIP to Housing in general, inclusive of affordable rental housing, to allow for flexibility to refine and adapt programs in the future;
- Address temporary challenges in the market to support the creation of housing in alignment with the City’s Housing Strategy.

Considerations:

A number of changes have been reflected in the recommended amendment to capture feedback from the Community, Council and interested parties. The recommended amendment includes the following:

- o Changes to the title of the existing “Burlington Affordable Rental Housing Community Improvement Plan” to the “Burlington Housing Community

Improvement Plan including amendments to the by-law to designate the Community Improvement Project Area (CIPA) to acknowledge Council's interest in providing additional housing incentives within the CIPA ;

- A new general goal and objective to identify the suite of temporary programs;
- A new section 5.9 the presents the objectives, general eligibility requirements and introduces the programs; and
- An addition to the existing Appendix B which provides the details of each program

Currently, the last possible date for spending HAF dollars is December 31, 2027. Staff understand that it may be possible to request an extension from the Federal Government to extend that timeline, however any extension would likely be very limited. Consequently, the time limitations set out in the programs are designed to have successful CIP applicants, who have met all requirements of the program or programs to which they have applied, receive funds by that date.

#### Costs and Benefits

The general direction from Council for the creation of a set of temporary programs was centered on the idea that some development is better than no development in the near term and the opportunity to design incentives on a temporary basis to align with some of the City's broader housing objectives for diversified housing options, among other priorities.

It is difficult to reliably predict costs and benefits to the City at this time. Such an analysis will be dependent upon monitoring data. Who will apply for one or more of the temporary programs, the nature of the development application and ultimately how many units are actually incentivized through the tool will all be important information to report and evaluate.

There are many ways to measure and assess costs and benefits when supported by data related to program uptake. These could include:

- tax base increase as a result of successful applicants (with the understanding with new tax base comes increased operating costs),
- the total number of units created,
- the value of construction supported by one or more programs or the ratio of public investment to private investment.

At this time the City does not have that specific data available, nor is it feasible to forecast or make assumptions with the information available. With this in mind, the Temporary Programs and the associated 2026 HAF budget allocation can be considered a pilot program. Staff will document and record available information to report back to Council on costs and benefits. The first of these report backs will be to connect with Council in 2027. Staff will learn about what works and how the Temporary Programs have operated. This check in identified for early

2027 will offer a critical moment for reflection and presents an opportunity to consider Council funding priorities for available HAF funds. As the anticipated life of the temporary programs winds down in 2027, staff will prepare additional information for Council consideration related to the potential to implement all or portions of the CIP post 2027. This will provide an opportunity to review outcomes of pilot programs, their practical and tangible costs and benefits and their contribution toward the objectives of the Housing Strategy.

For the 2026 – 2027 period the recommended temporary programs have been defined in a way that:

- Efficiently use available HAF funds to incentivize development to support City Housing and growth objectives;
- May support achieving HAF targets (end of 2026);
- Focus on types of homes that are, in relative terms, more affordable and introduce further diversity of units to the city;
- May support projects in the pipeline to move to building permit; and,
- May support construction and development in the near term.

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### **Recommendation Details**

At the direction of Council, informed by public, Council and other interested party engagement staff recommend several refinements to the original draft CIP amendment initially released on March 23, 2026, and considered at a Statutory Public Meeting on April 14, 2026. The details of the amendment are found in Appendix A. A summary of the changes from the March 23, 2026 version to the recommended version can be found in Appendix B.

#### Temporary Program Funding Recommendations: 2026

As has been discussed there are currently no dedicated City funds available to support the base or temporary programs. Using the analysis discussed above and using up to date information about available HAF funding staff propose the following funding allocation for 2026. At the discretion of the Commissioner of Development and Growth Management, funding may be re-distributed across the Temporary Programs of subsection 5.9 of the CIP subject to 2026 funding availability.

## 2026 HAF Recommended Funding Allocation - Temporary Programs

Program	2026 Funding Cap
DC Equivalent Grant - Rental	\$2,000,000.00
DC Equivalent Grant - Ownership	\$2,300,000.00
Missing Middle Municipal Fee Waiver	\$400,000.00
TIEG	n/a
Accessible Design Grant	\$300,000.00
<b>Total Funding</b>	<b>\$5,000,000</b>

Using the recommended Temporary Program Caps listed above staff prepared a preliminary analysis to provide an estimate of the number of units the Temporary Programs might incentivize.

Temporary Program	Estimated Number of Units Possible to Incentivize
DC Equivalent Grant – Rental	Between 150 and 260 purpose-built rental units, depending on the type of unit constructed.
DC Equivalent Grant-Ownership	Between 150 (assumes all incentivized units are 3+ bedroom missing middle units where 100% grant is provided) and 850 ownership units (assumes all incentivized units are 1 bedroom apartment units where a 30% grant is provided).
Missing Middle Municipal Fee Waiver	The Missing Middle Municipal Fee Waiver Program as funded would incentivize a minimum of ten (10) missing middle developments.
TIEG – Purpose- Built Rental	Given that the TIEG – Purpose-Built Rental Program has no assigned funding and therefore, no funding cap, the number of units that may be incentivized cannot be estimated.
Accessible Design Grant	The Accessible Design Grant Program must be stacked with another Temporary Program and as such, is not designed to incentivize the development of more units but rather, encourage the provision of more accessible units within a development.

### Temporary Program Funding: 2027

While the 2026 funding can be spent up to and including December 31, 2027, should staff determine there are additional available HAF funds not previously identified additional information will be provided. Staff recommend returning to Council with information about uptake on the temporary programs at the earliest opportunity in 2027. This Council check in will be supported by:

- Program uptake through 2026;
- Units created;
- Assessment of estimated assessment value increase;
- Estimated or actual construction values and any other potential measures; and,
- Information about additional available HAF funds required to be spent by December 31, 2027.

### Long-term CIP Funding: 2028

The long-term funding and administration of the CIP will be considered through future business cases and will determine the City's ability to implement other elements of the CIP over the life of the CIP.

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### **Key Dates & Milestones**

See DGM-27-26.

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### **Implications**

The implementation of the new temporary programs recommended to form part of the City's Housing CIP will have budget and human resources implications. Including:

- Implementing application materials and processes,
- Developing the details of, and confirming the administration of the temporary Tax Increment Equivalent Grant (TIEG),
- Developing standard legal agreements or other implementation support.

Staff recommend a check-in in early 2027 to assess uptake, understand available HAF funds, and present recommendations for funding for 2027

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### **References**

[Affordable Residential Units for the Purposes of the Development Charges Act, 1997 Bulletin](#)

[Burlington Housing Pledge](#)

[Burlington Housing Strategy](#)

[CA-03-25: Final Update on Regional Programs for CIPs](#)

[DGM-20-25: Findings of report Growth Analysis Review City of Burlington](#)

[Growth Analysis Review, February 2025](#)

[Affordable Rental Housing Community Improvement Plan](#)

[DGM-24-25: Draft Affordable Rental Housing Community Improvement Plan](#)

[By-law 22-2025: A by-law to designate the Burlington Affordable Rental Housing Community Improvement Area](#)

[By-law 23-2025](#): A by-law to adopt an Affordable rental Housing Community Improvement Plan, as a policy document for the Burlington Affordable Rental Housing Community Improvement Project Area

[DGM-33-25: Housing Accelerator Fund Community Improvement Plan](#)

[DGM-53-25: Housing Needs Assessment report – Burlington](#)

[Housing Needs Assessment Report](#)

[DGM-91-25: Housing Accelerator Fund Update](#)

[PP-12-25](#): Motion Memorandum Regarding Development Charges [PP-12-25 Attachment](#): Correspondence from WE HBA

[FIN-41-25](#): Two-year temporary City Development Charges reduction

[DGM-101-25](#): Deferred development charges to occupancy

[DGM-03-26: Options for the temporary elimination of Development Charges](#)

[Mayoral Decision 2026-03](#)

Supplemental Staff Memo: [Financial Impact and Funding Strategy for Temporary Residential Development Charges Exemptions](#)

Supplemental Staff Memo: [To address Mayoral Decision requesting additional information regarding a temporary elimination of Development Charges](#)

[A Pathway to Development Charge Reform, March 2026](#) prepared by The Ontario Real Estate Association

[DGM-27-26 Draft Housing Community Improvement Plan Amendment](#)

- Appendix A: [Draft Amendment to Affordable Rental Housing CIP](#)
- Appendix B: [Temporary Development Charge Reductions Background](#)
- Appendix C: [Affordable Rental Housing CIP Background](#)
- Appendix D: [Local Housing Needs and Growth Expectations](#)
- Appendix E: [Jurisdictional Scan of Ontario-Based Municipal Housing Acceleration Programs](#)
- Appendix F: [Public Open House Slide Deck](#)

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## Strategic Alignment

- Designing and delivering complete communities
  - Providing the best services and experiences
  - Protecting and improving the natural environment and taking action on climate change
  - Driving organizational performance
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**Appendices:**

- A. Amendment to the “Burlington Affordable Rental Housing Community Improvement Plan”
- B. Burlington Affordable Rental Housing Community Improvement Plan Amendment: Modification Summary
- C. Engagement Feedback Summary Report
- D. Statutory Public Meeting Feedback Summary Table
- E. Post-Statutory Public Meeting Feedback Summary Table

**Draft By-laws for Approval at Council:**

- May 26

**Notifications:**

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**Report Approval:**

All reports are reviewed and approved by the Commissioner, Head of Corporate Affairs, Chief Financial Officer, and Commissioner of Legal and Legislative Services/City Solicitor.