



The Corporation of the City of Burlington

Housing Strategy

May 20, 2022



Housing Strategy Working Group Message

The state of housing in Burlington, as it is across the province, is at a crisis-point. Over the last 18 months we sought feedback, listened to and heard the voice of the community.

The Housing Strategy before us takes what we learned through this feedback, through study and through discussions and translates it into a blueprint for action. The Housing Strategy challenges the City of Burlington to take on an ambitious role in order to move the City closer to the Vision for housing which states:

"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 Working Group is a group of 25 people including a diverse group of residents, and representatives from non-profit housing providers, co-operative housing, the development community, as well as members of Council who put their names forward, to be selected and volunteered their time and energy. They shared their diverse knowledge and insights and acted as champions of the project.

Over the past year, the members of the Housing Strategy Working Group have read

thousands of pages, researched issues, challenged assumptions and shared their perspective, insights and expertise. They have represented an important community voice that has helped to shape and to create this Housing Strategy.

It has been a true honour and privilege to Chair the Housing Strategy Working Group, and I am very proud of the work we have accomplished. I would like to extend my sincere appreciation to the members of the Working Group for their tremendous dedication, hard work and care over the course of the project.

"As someone who represents the Developmental Disability Services sector, I know that providing adequate housing is complicated and not one size fits all, but I do believe that a truly inclusive and thriving community should offer safe, affordable and diverse options that fit everyone" – Amber Armstrong, Housing Strategy Working Group member

The Housing Strategy Working Group believes that everyone is welcome in Burlington and is optimistic that the Housing Strategy will be the right step forward to address housing issues in Burlington.

Sincerely,



Shawna Stolte

Chair, City of Burlington Housing Strategy Working Group

Ward 4 City Councillor

Working Group Members: Amber Armstrong, Andrew Balahura, Andrew Coats, Azar Farshidi, Beth Martin, Bill McKeon, Councillor Sharman, Councillor Stolte, David Vandenberg, Denise Porter, Imran Kamal, Irene Zivko, Jackie Isada, Kelly Dawson, Kim Jenkinson, Kuame Botembo, Marilyn Baker, Mayor Meed Ward, Mike Collins-Williams, Nader Salameh, Shane Cooney, Steve Gauthier and Ted Hildebrandt.



Executive Summary

This document outlines the Housing Strategy for the City of Burlington (the Strategy), which aims to help the City address community needs around housing. The Strategy is informed by robust technical analysis, as outlined in the Housing Needs and Opportunities Report; and, through input received by staff, members of Council, the project Steering Committee, project Working Group, stakeholders, and members of the public. The Strategy provides a vision for housing in Burlington, which is described below:

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.



It also includes a set of themes that guide the strategy and track progress, a series of pathways for implementation and 12 actions that contribute towards the overall Vision for housing in Burlington. The 12 actions are listed on the following page, with their recommended timeframe for completion.

Action No.	Recommended Action	Timeframe (short-term, medium-term, or long-term)
1	Clearly define the City's role and responsibility in supporting a diversity of housing options that are attainable at all income levels.	Short-term
2	Act as a connector and partner in the housing system by identifying opportunities to connect people and providers to resources and information related to meeting housing objectives.	Short-term
3	Allocate appropriate staff resources to implement and administer the Housing Strategy and associated actions.	Short-term
4	To meet the objectives of the Housing Strategy, build upon the policies of the new Official Plan, 2020 and use the findings of the Housing Strategy Project to establish minimum targets around housing.	Short-term
5	Develop and Deliver an Annual Housing Monitoring and Reporting System to Council.	Short-term
6	Build upon the policies of 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.	Medium- to long-term
7	Support, permit, and encourage the development of alternate forms of housing, including higher density types of housing, where feasible and appropriate.	Medium-term
8	Provide incentives through a Community Improvement Plan (CIP) for the delivery of housing options to meet the needs of residents.	Medium-term
9	Develop an approach to protect Burlington's rental housing stock.	Short-term

Action No.	Recommended Action	Timeframe (short-term, medium-term, or long-term)
10	Identify underused properties, including government owned and non-government owned sites that could be used for housing.	Medium-term
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.	Short- to medium-term
12	Undertake a formal assessment of the potential to introduce inclusionary zoning.	Short-term

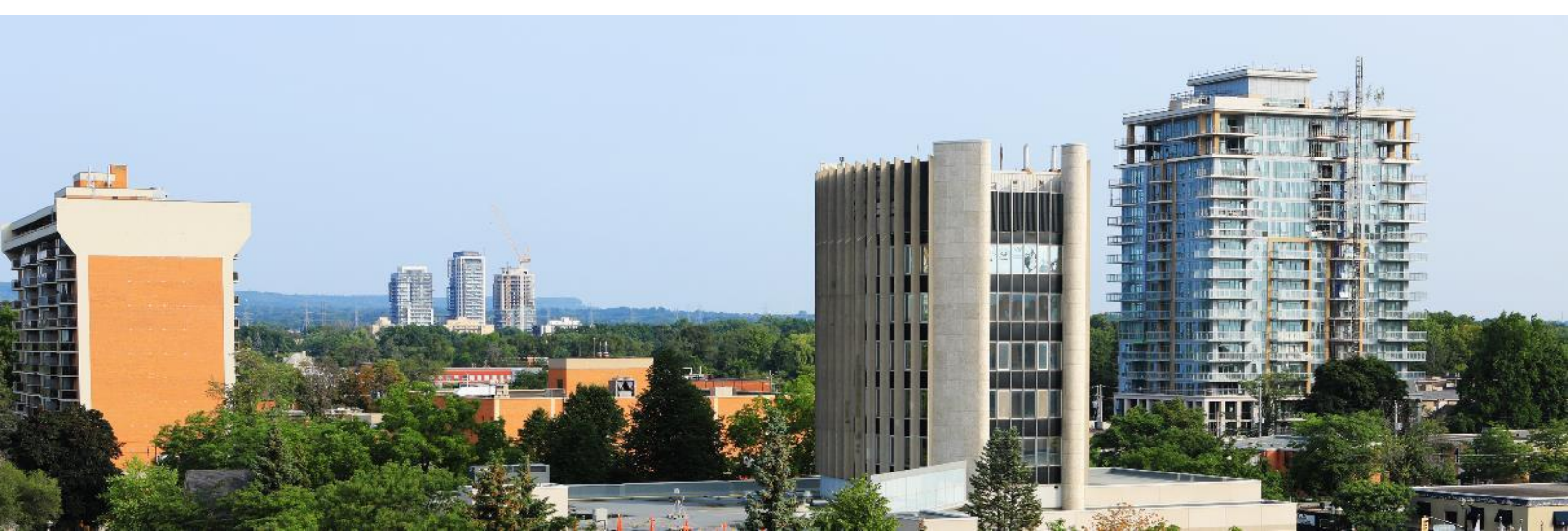


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Appendix A

List of 52 Preliminary Actions from Housing Needs and Opportunities Report

Appendix B

Housing Targets Technical Memo

List of Acronyms and Abbreviations

ARU:	Additional Residential Unit
ASP:	Area-Specific Planning
BLP:	Burlington Lands Partnership
CMHC:	Canada Mortgage and Housing Corporation
CIP:	Community Improvement Plan
CZBL:	Comprehensive Zoning By-law
CPPS:	Community Planning Permit System
DC:	Development Charges
Dillon:	Dillon Consulting Limited
HNO:	Housing Needs and Opportunities
IZ:	Inclusionary Zoning
MTSA:	Major Transit Station Area
MCR:	Municipal Comprehensive Review
N/A:	Not Applicable
OP:	Official Plan
OPA:	Official Plan Amendment
OPR:	Official Plan Review
PMTSA:	Protected Major Transit Station Area
RFP:	Request for Proposal
ROP:	Regional Official Plan
SHS:	SHS Consulting
STR:	Short-term rental

TBD: To be determined

The Strategy: Housing Strategy for the City of Burlington

ZBL: Zoning By-law



List of Defined Terms

Additional Residential Unit: A self-contained dwelling unit which is subordinate in size and located within, and/or on the same property as a single detached dwelling, semi-detached dwelling, townhouse unit or street townhouse unit (as defined in the Official Plan 2020).

Affordable (Halton Region definition): Housing with a market price or rent that is affordable to households of low and moderate income spending no more than 30 percent of their gross household income.

1. Affordable rental housing should meet the demand of households at the low end, as described in Halton's annual State of Housing Report, pursuant to Section 86(7) of the Halton Region Official Plan. Such households would be able to afford at least three out of ten rental units on the market.
2. Affordable ownership housing should meet the demand of households at the high end, as identified in Halton's annual State of Housing Report pursuant to Section 86(7) of the Halton Region Official Plan. Such households would have sufficient income left, after housing expenses, to sustain the basic standard of living.

Affordable (Provincial Policy Statement definition): In the case of ownership housing, the least expensive of:

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

In the case of rental housing, the least expensive of:

1. A unit for which the rent does not exceed 30 percent of gross annual household income for low- and moderate-income households; or,
2. A unit for which the rent is at or below the average market rent of a unit in the regional market area.



Community Improvement Plan: A tool that allows the City to direct funds to specific areas or initiatives that have a need for increased funding and/or attention.

Community Planning Permit System (CPPS): A land use planning tool that municipalities can use to help streamline the development approvals process by combining zoning amendments, minor variance, and site plan agreements under one application with shorter approval timelines of 45 days compared to 90 days for traditional zoning. Through the CPPS process, municipalities can include requirements for affordable housing units as a condition of approval.

Comprehensive Zoning By-law Project: A project to be initiated by City, with the intention of updating the existing zoning by-law to implement the policies of Official Plan, 2020.

Continuum of Housing/Housing Continuum: The spectrum of accommodation options that meet a range of needs and standards, including physical adequacy, space and capacity, and affordability. The continuum is often used in reference to a model of housing and support services whereby people progress from one end of the spectrum (short-term housing) towards the other (safe and affordable market housing).

Housing Needs and Opportunities Report: A report that provides the full picture of housing needs and opportunities for the City. It is shaped by technical research and provides preliminary recommended themes and actions to be addressed through subsequent work on the Housing Strategy.

Inclusionary Zoning: A provincial planning tool that enables municipalities to secure affordable housing units in new developments of 10 units or more, where a detailed study determines implementing the tool would be viable from a market perspective. Current Provincial legislation allows for the assessment and implementation of inclusionary zoning in protected major transit station areas only.

Major Transit Station Area Area-Specific Planning exercise: An exercise to create area-specific plans for the Burlington, Aldershot, and Appleby GO stations. According to the *Planning Act*, this exercise would involve creating policies that:

1. Identify the minimum number of residents and jobs, collectively, per hectare that are planned to be accommodated within the area;
2. Identify the authorized uses of land in the major transit station area and of buildings or structures on lands in the area; and
3. Identify the minimum densities that are authorized with respect to buildings and structures on lands in the area.

Missing Middle: is a term used to describe a range of housing types between single-detached houses and apartment buildings that have gone missing from cities over the decades. These include duplexes, triplexes, fourplexes, and townhouses. This 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-prong approach to full spectrum housing affordability.

Official Plan, 1997: The Official Plan that was approved by the Region of Halton in 1997.

Official Plan, 2020: The City's approved (but under appeal) Official Plan, which sets the policy and land use framework for the long-term growth and development of Burlington.

Protected Major Transit Station Area: A major transit station area that is protected, in accordance with Section 16 (16) of the *Planning Act*. All of the City's major transit station areas have been identified by Halton Region as protected.

Provincial Policy Statement, 2020: A document under the *Planning Act* that provides policy direction on matters of provincial interest related to land use planning and development. It helps to regulate the development and use of land.

Supportive Housing: provides a physical environment that is specifically designed to be safe, secure, enabling and home-like, with support services such as social services, provision of meals, housekeeping and social and recreational activities, in order to maximize residents' independence, privacy and dignity.



Zoning By-law: A tool that implements the policies of an Official Plan.

According to the Province of Ontario, it states:

- How land may be used;
- Where buildings and other structures may be located;
- The types of buildings that are permitted and how they may be used; and
- The lot sizes and dimensions, parking requirements, building heights and densities, and setbacks from the street.



1 Introduction

1.1 Background

The City of Burlington has developed this Housing Strategy in recognition of the growing issues respecting housing options and eroding affordability¹ in the City. The City of Burlington's Housing Strategy sets out policies, tools, and actions to address residents' housing needs, now and in the future. The consulting team of Dillon Consulting Limited (Dillon) and SHS Consulting (SHS) were retained by the City to carry out this work, in partnership with the City's Housing Strategy Project team, Housing Strategy Working Group, and Housing Strategy Steering Committee.

The City's Housing Strategy Project has two main phases: The first phase, the current phase delivers the Housing Strategy which was developed and undertaken as a multi-phase, iterative process. The second phase will focus on moving the strategy to action.

In the first phase, the underpinning technical research was consultant led, and provides a compendium of detailed local-level information to set the foundation for understanding the current state of housing in the City. These early phases also helped to identify opportunities for the development of innovative and creative solutions, partnerships, and advocacy opportunities to be included in the strategy. The second phase work will begin in earnest on the staff led implementation approach in order to take action to increase options for housing in Burlington that can better meet the needs of current and future residents at every stage of life.

¹ Please note that some indicators identified below are based on Statistics Canada census data which is released every five years.



1.2 Making Moves to Address Local Housing Issues

Based on the technical research completed in earlier project phases, and subsequent discussions with City of Burlington Council; the project Steering Committee; and the project Working Group, it was determined that the City of Burlington, as a lower tier municipality, has two key opportunities to do its part to “make moves” in addressing the broader housing crisis:

- First, through partnership and advocacy with upper levels of government and housing providers to help deliver the deep affordability and housing options needed by residents of Burlington within the lower income deciles; and
- Second, through focusing on implementing the direct actions that the City can take to increase housing options and opportunities for residents of Burlington within the middle-income deciles.



1.3 Purpose of the Strategy

This Housing Strategy establishes the road map and acts as a guiding document for the City to use in order to take action and work towards meeting housing needs of the community. It identifies the Vision for housing in Burlington, themes to measure success, provides 12 recommended actions that the City and other strategic decision-makers may take to begin to give current and future residents more housing options across the City and includes an implementation plan that endeavours to move the City of Burlington closer to the broader Vision for housing.

The 12 Actions identified in this Strategy were developed based on the preliminary set of 52 actions included in the Housing Needs and Opportunities Report (refer to **Appendix A** for the list of 52 preliminary actions for ease of reference).

1.4 How to Read the Strategy

This Strategy is organized in the following sections:

- **Section 1** provides an overview of the Housing Strategy and its purpose;
- **Section 2** details the components of the Housing Strategy, including:
 - The Vision for housing in Burlington (Section 2.1);
 - Objectives, themes and pathways for implementing the Strategy (Section 2.2 and 2.3);
 - Priority actions and actions for the City to implement to address housing attainability and affordability in the City (Section 2.4- 2.6); and,
 - An implementation plan to guide the implementation of the Strategy on a go-forward basis (Section 2.7)



2 Burlington Housing Strategy Details

2.1 Vision Statement

The Vision statement is intended to guide the strategy throughout and beyond its lifespan. It is aspirational and represents an ideal future state for the City. The Vision statement should act as a compass and guide for decision making beyond the Housing Strategy. It should assist with and be considered when focusing priorities among other related City-building initiatives across the organization in order to move closer to the Vision.

The Vision for housing in Burlington is as follows:

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 actions in the Housing Strategy serve to identify a number of ways to move the City closer to the Vision.



2.2 Themes to Guide the Strategy and Measure Success

The Themes were identified through extensive technical work and consultation and serve as pillars for the Housing Strategy. This section identifies how success will be measured based on each of the five themes. These indicators were organized by the themes as each recommended action cannot be taken on its own. Instead, recommended actions build on and support each other to achieve the desired outcomes of the Strategy and the Vision for housing in Burlington².



Theme 1: Support a Healthy Rental Housing Stock: Protect existing rental buildings and support the creation of new rental units.

Why is it Important?

- The demand for rental units in Burlington continues to outpace supply. As a result, finding rental units in Burlington is becoming increasingly difficult, especially for residents of low and middle income.
- The background research completed to date suggest that there will be a shift in preference toward rental housing options over the longer-term, and at least 200 rental units will need to be added to the City's supply on an annual basis.
- The rental unit demand will continue to increase as people are pushed out of the ownership market and into the rental market.
- It is important to have rental options to meet needs of a range of unit mixes, sizes and accessibility needs. Rental housing provides an important ingredient in ensuring that there is a range of housing options across the housing continuum.

² Please note that some indicators identified below are based on Statistics Canada census data which is released every five years.



- In order to move closer to the City’s Vision for housing where all current and future residents have access to housing that meets their needs, more rental housing options are required.

How Success will be Measured

- An increase in the number of purpose-built rental units.
- An increase in the number of rental units overall, including units in the secondary rental market such as additional residential units and units above retail, commercial, and office uses.
- A purpose-built rental vacancy rate of at least 3%.
- An increase in the creation of new rental units which meet Halton Region’s definition of affordable rental housing.
- A decrease in tenant households facing affordability challenges.

Metrics

- Purpose-built rental universe.
- Vacancy rate by unit size.
- Average and median market rent by unit size.
- Rental housing completions.
- Building permits for rental housing.
- Building permits for additional residential units (or registration if a registration process is in place).
- Building permits for mixed uses which include a residential component.
- Number of renter households.
- Number of short-term rental units, should the City pursue a registration approach.
- Core housing need by tenure.

Data Sources

- Canada Mortgage and Housing Corporation (CMHC) Housing Information Portal.
- Statistics Canada Census Profile.
- Residential building permits and planning applications.



Theme 2: Support a Broad Variety of Housing Types and Forms: Increase housing options that meet the needs of all current and future residents at all stages of life.

Why is it Important?

- The City's current housing stock is primarily composed of single-detached dwellings. Single detached dwellings are the most expensive and most land-extensive built form.
- There is an important need to diversify the existing housing stock to include additional semi-detached, townhouse, mid-rise, high rise, and alternative housing forms.
- The background research indicates that Burlington residents do not feel there is enough diversity or options for ownership housing in the City to meet residents' needs throughout their lifecycle.



- In order to move closer to the City’s Vision for housing where all current and future residents have access to housing that meets their needs, a broader variety of housing types and forms are required.

How Success will be measured

- Increased diversification of the housing stock, including units for smaller households in both ground-oriented and high-density dwelling types.
- Increased diversification of the housing stock, including units for larger households in high density dwelling types.
- An increase in the number of dwellings other than single- and semi-detached and condominium apartment units.
- An increase in barrier-free units to facilitate aging in place and for people with disabilities.
- An increase in applications for innovative housing forms, such as shared homes, tiny homes, multi-generational homes and permanent modular units.
- An increase in dwellings which meet Halton Region’s definition of affordable housing.

Metrics

- Number of dwellings by type and number of bedrooms.
- Housing completions by type and tenure.
- Residential building permits by dwelling type.
- Average and median house price by dwelling type.
- Number of barrier-free units.

Data Sources

- Halton Region’s Annual State of Housing Report.
- Statistics Canada Census Profile.
- CMHC Housing Information Portal.
- Realtor.ca, Real Estate Board.
- Tax assessment data.
- Residential building permits and planning applications.



Theme 3: Build Awareness and Capacity: Connect residents and housing providers to programs and resources

Why is it Important?

- The Housing Needs and Opportunities (HNO) report identified an opportunity for improvement in connecting people to resources and information on the benefits of a range and mix of housing options in the City.
- The City can be a leader in housing solutions through information programs and being a key resource for all those involved with housing. For example, the City could aid in informing prospecting landlords on ARUs, linking tenants searching for ARUs to opportunities, and connecting landowners with underutilized parcels to housing providers.
- There is a need for awareness of the benefits of increasing housing options in all areas of the City, with support from Council and City staff in order to move the City closer to the Vision for Housing.

How Success will be measured

- Increase in number of awareness programs and resources made public.
- Support for new initiatives to encourage a diverse housing supply, including affordable housing, purpose-built rental housing, and higher-density residential developments in Burlington.
- Increase in awareness of and applications for programs and incentives.

Metrics

- Increase in variety of residential development applications that would meet the objectives of the Housing Strategy and Vision for Housing in Burlington.
- Decrease in opposition to proposed residential projects that would meet the objectives of the Housing Strategy.
- Increase in applications for programs and incentives for affordable and/or supportive housing and rental housing.



Theme 4: Advocate for Partnerships: Partner with a wide range of organizations to increase housing options and advocate for change to address the gaps in housing options today and tomorrow

Why Is It Important?

- One of the main points of influence the City can have as a lower-tier municipality, will be to leverage relationships with upper levels of government and local community organizations to advocate for housing affordability and foster partnerships for the delivery of housing to address needs across the housing continuum.
- Partnerships with all levels of government, the private sector, and non-profit organizations are critical assets that can be leveraged to more adequately address specific housing needs within a community. Each of these partners may have access to resources and community links that support the implementation of the City's Housing Strategy and achievement of the City's Vision for housing in Burlington.
- The Region and the City can work together to take on a united and collaborative partnership and advocacy role to residents and upper levels of government to achieve common housing goals.
- The partnership role endeavours to find multiple and new ways towards achieving the deep affordability required for residents in the lower income deciles and will assist in achieving the Vision for Housing in Burlington.

How Success Will Be Measured

- An increase in affordable and supportive housing developments which are a result of partnerships among traditional and non-traditional partners.
- Changes in senior government policies which support the desired outcomes of the Strategy.
- Increased funding for affordable and supportive housing from senior levels of government.

Metrics

- Number of affordable and/or supportive housing units built annually and the partners involved.
- Involvement of a wider range of partners, including non-profit organizations, private developers, major employers, and Burlington residents.
- Number of private residential developers who are building affordable housing.



- Affordable housing units incorporated into a wider range of dwelling forms and in areas throughout the City.



Theme 5: Take Action, Define and Measure Success: Implement change, define success, measure and report on progress and adjust where necessary

Why is it Important?

- Data collection and implementation tracking is an important element of moving the dial for housing. It provides opportunities to evaluate how the actions of the Housing Strategy are working to address gaps and to proactively identify and adapt to emerging housing issues. This ensures that the City is able to track and monitor progress which will be critical to the success of the Housing Strategy in moving closer to the Vision for Housing in Burlington.
- The City will be responsive to change and update the Strategy to reflect modifications and variations in all levels of government, the implementation of new policies, acts and bills, and in market trends.

How Success will be measured

- Implementation of recommended actions.
- Increased staff resources dedicated to the Strategy.

Metrics

- Changes to the City's Official Plan and Zoning By-law to reflect recommended actions.
- Development of an annual monitoring system that would use data sources identified in Themes 1 and 2, among other things.
- Release of an annual housing report to show progress on recommended actions.





2.3 Pathways

The actions identified in this Housing Strategy are organized into 5 different pathways. These pathways are based on the approach each action uses to move Burlington closer to the Vision for housing. Each of the actions below have an identified pathway to implementation. In the case where an action is implemented through the “Required” pathway, a secondary pathway to implementation has also been identified.



1. **Policy, Zoning and Regulation:** These are actions that would propose changes to policy to support, build on, adjust, and/or monitor the City’s New Official Plan policies, the City’s Zoning By-law and other regulatory tools.



2. **Incentives:** These actions propose exploring various types of financial and other incentives to encourage increased housing options.



3. **Advocacy and Partnerships:** These actions would identify partnerships to increase housing options and identify opportunities to advocate for change to address the gaps in housing options today and tomorrow.



4. **Housing Strategy Implementation:** These actions would identify ways to implement the Housing Strategy, measure success, and report on progress to adjust the approach, where necessary.



5. **Required:** These actions are required. This means that these actions would have a role in conforming to Local, Regional, and Provincial policies, addressing a direction from Council, or in completing the Housing Strategy or another City-led project.



2.4 Action Plan

This Innovative Housing Strategy includes 12 recommended actions to help the City to move toward the Vision for Housing in the City and achieve the housing themes. The recommended actions are described in the subsections below. The actions, individually and collectively, will assist the City in moving closer to the Vision for Burlington in a number of ways.

2.5 Priority Actions and Quick Wins

Priority actions have been identified as those actions that are expected to make the greatest impact on advancing towards the City's housing Vision. The priority actions are imperative to making progress on the Strategy in terms of both reasonable effort and high impact. Some of these priority actions also provide quick wins for the City that can be implemented in the near-term. Provided below are the recommended priority actions that the City should take as immediate steps towards addressing housing needs in Burlington. Quick win priority actions are shown in **bold** throughout section 2.6. Additional quick wins are also highlighted throughout. These Priority Actions are outlined in further detail, along with all other actions, in Section 2.6 (the first six actions in Section 2.6 are the priority actions).



- Clearly define the City's role and responsibility in supporting a diversity of housing options that are attainable at all income levels;
- Allocate appropriate staff resources to implement and administer the housing strategy and associated actions;
- Establish minimum targets around housing;
- Develop an annual housing and affordable housing monitoring and reporting system to Council
- Support and permit alternate forms of housing, including higher density types of housing; and,
- Provide incentives through a Community Improvement Plan (CIP) for the delivery of housing options to meet the needs of residents.



2.6 Actions

Each of the recommended actions that form part of the Housing Strategy are presented below in tabular form. Each Action Table provides a brief description of what the action would entail, why it is important, and what it could look like for Burlington. Additionally, the tables describe how the action relates to the broad Vision for housing in Burlington, the themes that would be addressed through implementation and the general pathway forward the City would utilize for implementation. Resources required and timing for implementation have been identified in order to guide the City in developing resource allocation and identifying the actions as part of the department’s workflow planning. Where possible, examples have been provided to show how similar actions have been implemented in other jurisdictions.




Action 1

Action 1: Clearly define the City's role and responsibility in supporting a diversity of housing options that are attainable at all income levels—Quick Win

Key Questions About the Action	Answer(s)
What is the Action and why is it Important for Burlington?	<ul style="list-style-type: none">Identifying the City's role will assist in clarifying the objectives of the actions in the Housing Strategy and reinforce each action's relationship to the role of the City and the Vision for housing in Burlington.The City should formalize its role and responsibilities in supporting a range of housing options. This may include partnering with other levels of government, private/non-profit developers to ensure new development meets housing affordability goals, including offering financial incentives where appropriate.Quick win: Once approved, this Housing Strategy serves to complete Action 1.
Key findings from HNO Report	<ul style="list-style-type: none">As a lower tier municipality, the City of Burlington is responsible for local decisions which guide future land use, development and growth.The City can set clear expectations and work with developers to understand and overcome barriers to delivering a wide range of housing options. The City has made significant strides in engaging with residents and there is an opportunity to build on these efforts to have residents participate in supporting the provision of a full range of housing options. However, City staff will need to take on a strong leadership role in describing to residents and Council the benefits of diverse neighbourhoods that provide housing



Key Questions About the Action	Answer(s)
	options for all, while dispelling the myths associated with introducing new built forms.
Action and/or Action(s) as identified in the HNO Report (See Appendix A for full list)	<ul style="list-style-type: none"> This was identified as Action 25 in the HNO report. It has become Action 1.
Theme(s) Supported	 <ul style="list-style-type: none"> Take action, and define and measure success.
Examples	<ul style="list-style-type: none"> N/A
The Pathway Forward	<ul style="list-style-type: none"> Housing Strategy Implementation
Timing	<ul style="list-style-type: none"> Short-term, within 6 months to one year of Council approval of the Housing Strategy.
Resources Required	<ul style="list-style-type: none"> Dedicated staff resource Costs related primarily to staff resourcing
Other Notes	<ul style="list-style-type: none"> This action represents a quick win



Action 2




Action 2: Act as a connector and partner in the housing system by identifying opportunities to connect people and providers to resources and information related to meeting housing objectives.

Key Questions About the Action	Answer(s)
What is the Action and why is it Important for Burlington?	<ul style="list-style-type: none">• A key role of the City is to connect people and providers to resources and information. The City should partner with other levels of Government and housing providers (profit and non-profit) to advocate for and deliver the housing options and the deep affordability needed for our low-income residents.
Key findings from HNO Report	<ul style="list-style-type: none">• One of the greatest strengths of the City is the relationship between the Region and the City to provide a united and collaborative partnership and advocacy role to residents and upper levels of government to achieve common housing goals.• There is an opportunity for the City to build new relationships with community-based organizations to leverage their unique knowledge and understanding of alternative forms of housing as part of advocacy and awareness programs.• There is an opportunity for the City to facilitate partnerships with the private and non-profit sectors to build on the expertise that each of these sectors has with the objective of increasing housing options and reducing barriers to accommodating the needs of residents at all stages of life and at all income levels.• The City has recently established the Burlington Lands Partnership (BLP) to enable the City to focus on strategic



Key Questions About the Action	Answer(s)
	<p>lands related to key priorities, one of which is to deliver an increased supply and range of housing options through proactive long-term strategies and innovative partnerships.</p> <ul style="list-style-type: none"> • The City also has a role to play in advocating to upper levels of government to advance objectives and actions set out in the Housing Strategy and communicate the challenges experienced by municipalities in the delivery of a range and mix of housing of all ages, abilities and income levels.
Action and/or Action(s) as identified in the HNO Report (See Appendix A for full list)	<ul style="list-style-type: none"> • 22 (Look for opportunities to promote the development of ARUs and inform homeowners on the costs and benefits of an ARU). • 23 (Develop awareness/information programs for: • Builders and developers to assist in understanding the City’s targets and opportunities for incentives at various levels to assist in the creation of housing (affordable, market, rental, etc.); • Residents and Council to assist in understanding the City’s targets, the importance of a healthy balance of housing along the continuum and the benefits of this to the community. This could also include a fact sheet where common arguments such as decreased property values, increased congestion are put into context; and • Residents to assist in understanding the various forms of housing types and arrangements to foster neighbourhood support for new residential development. This could include actions such as hosting neighbourhood walks, information sessions, and informative videos to highlight the importance and benefits of gentle intensification to address “missing middle” housing and balancing localized neighbourhood



Key Questions About the Action	Answer(s)
	<p>impacts within the broader context of providing housing options for all current and future residents of Burlington.)</p> <ul style="list-style-type: none"> • 26 (Consider opportunities for partnerships with service providers for the development of modular housing on City-owned lands to address immediate emergency housing needs in the City.) • 27 (Consider opportunities for partnerships with faith-based organizations with the intent of connecting these groups with private and not-for-profit developers to identify opportunities to provide housing options on underutilized properties (e.g., places of worship with surplus land that could support intensification).) • 28 (Facilitate partnerships to support shared housing and co-living arrangements, including connecting with developers with support service agencies or employers with property owners.) • 29 (Look for opportunities to partner with the Region to advocate for supports from higher levels of government for funding to support the delivery of additional supportive/assisted housing options, as well as market housing options that would be at, or below, the affordability threshold.)
Theme(s) Supported	<div>  <ul style="list-style-type: none"> • Build awareness and capacity. </div> <div>  <ul style="list-style-type: none"> • Advocate for partnerships. </div> <div>  <ul style="list-style-type: none"> • Take action, and define and measure success. </div>
Examples	<ul style="list-style-type: none"> • The Bruce County YIMBY (Yes In My Backyard) • City of Mississauga: Have Your Say! Participate in Virtual Engagement Sessions Shaping Mississauga



Key Questions About the Action	Answer(s)
	<ul style="list-style-type: none">• <u>Waterloo Region Yes in My Backyard</u>• <u>Toronto More Neighbours</u>
The Pathway Forward	<ul style="list-style-type: none">• Advocacy and Partnerships
Timing	<ul style="list-style-type: none">• Short-term, within 6 months to one year of Council approval of the Housing Strategy.
Resources Required	<ul style="list-style-type: none">• Dedicated staff resource,• Costs related primarily to staff resourcing.
Other Notes	<ul style="list-style-type: none">• Not Applicable (N/A)





Action 3

Action 3: Allocate appropriate staff resources to implement and administer the housing strategy and associated actions.

Key Questions About the Action	Answer(s)
What is the Action and why is it Important for Burlington?	<ul style="list-style-type: none">• Dedicate appropriate staff resources to oversee the implementation and ongoing monitoring of the Strategy; and, assemble and support a Housing Strategy Task Force.• A project champion and staff resources are necessary to ensure that the City remains accountable to implementing the Housing Strategy. If there is no resource assigned, the City runs the risk of the strategy remaining a strategic document that does not get implemented.• This action ensures that there is an appropriate staff complement to support the delivery of the actions set out in the strategy and to support the Housing Strategy Task Force which is critical for the success and implementation of the strategy.
Key findings from HNO Report	<ul style="list-style-type: none">• The City will need to implement and report on several actions over the short-, medium-, and long-term to move the dial for housing. Without the appropriate resources, this may not be accomplished.
Action and/or Action(s) as identified in the HNO Report (See Appendix A for full list)	<ul style="list-style-type: none">• 35 (Assemble a Housing Strategy Task Force to champion the implementation of the Housing Strategy.)• 36 (ensure staff resources are available to support Housing Strategy implementation.)



Key Questions About the Action	Answer(s)
Theme(s) Supported	<ul style="list-style-type: none">  • Build awareness and capacity.  • Take action, and define and measure success.
Examples	<ul style="list-style-type: none"> • N/A
The Pathway Forward	<ul style="list-style-type: none"> • Housing Strategy Implementation.
Timing	<ul style="list-style-type: none"> • Short-term, within 6 months to one year of Council approval of the Housing Strategy.
Resources Required	<ul style="list-style-type: none"> • Dedicated City staff resource and project champion. • Cost would be related to dedicating or assigning a staff resource.
Other Notes	<ul style="list-style-type: none"> • N/A






Action 4

Action 4 To meet the objectives of the Housing Strategy, build upon the policies of the new Official Plan, 2020 and use the findings of the Housing Strategy Project to establish minimum targets around housing. —Quick Win

Key Questions About the Action	Answer(s)
What is the Action and why is it Important for Burlington?	<ul style="list-style-type: none">• Targets are a powerful tool used to set expectations and intentions about unit type and mix that is based on the research underpinning the strategy.• Establish minimum targets around housing that build upon the targets set out in the Regional Official Plan. These targets will be used to encourage unit type and mix and will enable the city to track and monitor progress in meeting the objectives of the Housing Strategy. These targets could evolve and be adjusted as necessary, based on continuous monitoring.• The pathway forward is an Official Plan Amendment to incorporate the following recommended annual housing targets for Burlington into the City's Official Plan.• Figure 1 provides a visual of the recommended targets. For a more detailed discussion on housing targets please refer to Appendix B.
Key findings from HNO Report	<ul style="list-style-type: none">• Targets should be established for type, size, affordability and mix to respond to anticipated demographic trends and the financial realities of Burlington.• While the City needs to implement targets for housing in conformity with Halton Region; there are additional targets that can be established to suit the local context.• The current housing market does not meet the needs of existing and future residents of Burlington, either in terms of

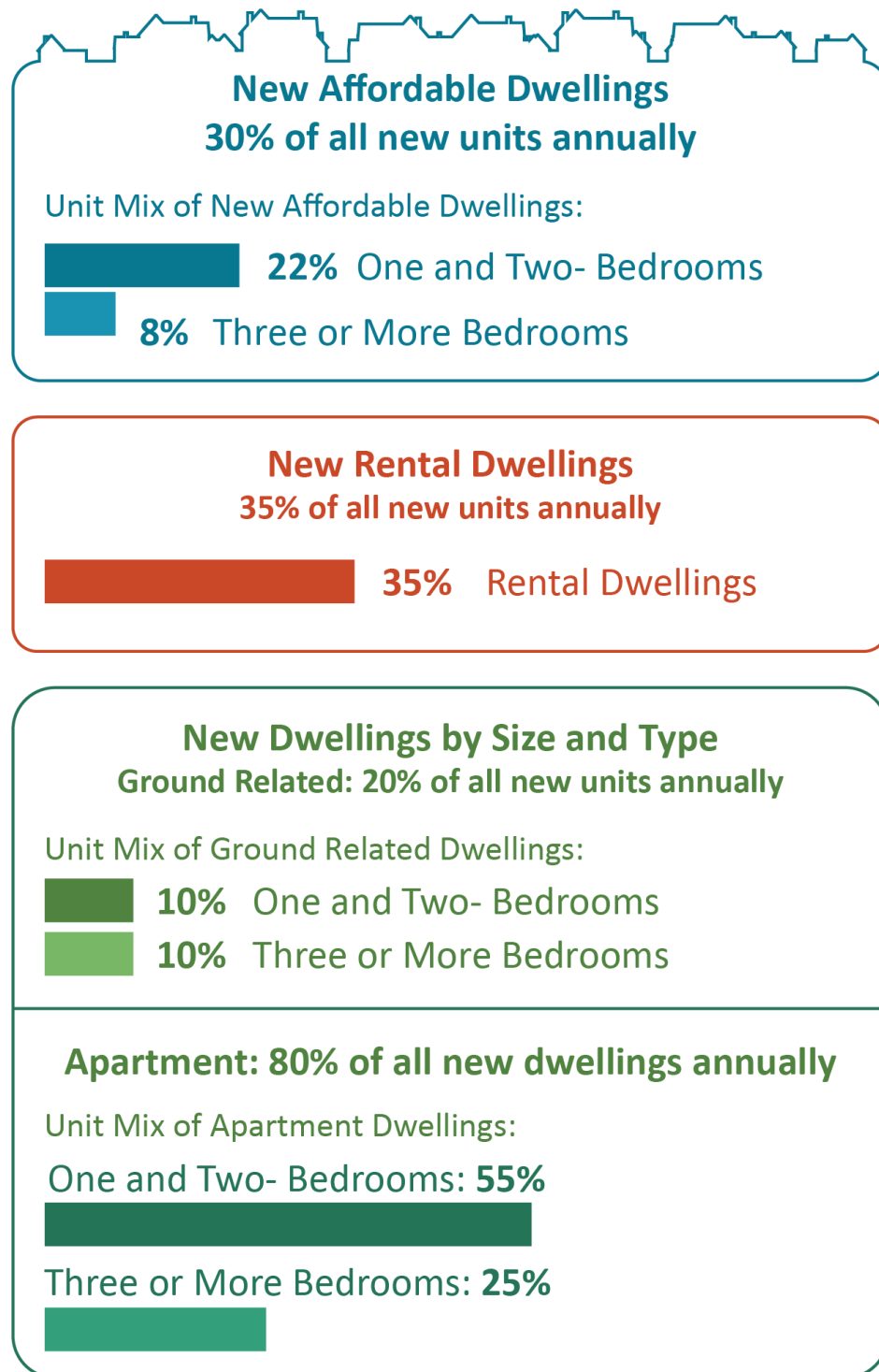


Key Questions About the Action	Answer(s)
	affordability, tenure, type or size of a variety of demographic groups, including middle-income households.
Action and/or Action(s) as identified in the HNO Report (See Appendix A for full list)	<ul style="list-style-type: none"> • 12 (Establish minimum targets as set in Official Plan (OP) 2020 Section 3.1.1(2)(g)(v): • to achieve the Region's housing mix and affordable and assisted housing targets; • for minimum targets within mid-rise and tall buildings for affordable, assisted, and/or special needs housing; and • for minimum targets for two and three bedroom units for residential development applications, including minimum targets for three or more bedroom units.) • 37 (Establish localized targets for type, size, affordability, and mix to respond to anticipated demographic trends and the financial realities of Burlington.) • 49 (Consider introducing policies that can be implemented to foster the conditions necessary for attracting and retaining families, which can include minimum unit mix targets.)
Theme(s) Supported	<div>  <ul style="list-style-type: none"> • Support a healthy rental housing stock. </div> <div>  <ul style="list-style-type: none"> • Support a broad variety of housing types and forms. </div> <div>  <ul style="list-style-type: none"> • Take action, and define and measure success. </div>
Examples	<ul style="list-style-type: none"> • N/A
The Pathway Forward	<ul style="list-style-type: none"> • Policy, Zoning and Regulation • Required
Timing	<ul style="list-style-type: none"> • Short-term, within six months to one year of Council approval of the Housing Strategy.



Key Questions About the Action	Answer(s)
Resources Required	<ul style="list-style-type: none">• Costs related primarily to staff resourcing to prepare an Official Plan Amendment to implement the targets.• Costs related to ongoing staff resourcing for annual monitoring of the targets.
Other Notes	<ul style="list-style-type: none">• This action has been identified as a quick win: Policy 3.1.1(2) g) a.- c. of OP 2020 identifies that the Housing Strategy will develop minimum targets for affordable housing in relation to the Region's housing targets, built form and unit types. This action is accomplished through Council's endorsement of the Housing Strategy. If approved, the Targets appended to the Strategy can be used by the City on a go-forward basis when evaluating development applications.• The City could explore revising the City's Staff Recommendation Report templates on development applications to add a section to inform Council on how development proposals align with the targets set out in the Strategy – this could be implemented in short order as a quick win.• The City may want to update Policy 3.1.1(2) g) of the Official Plan to make specific reference to the Housing Strategy at a later date.• This action is aligned with the Province's Report of the Ontario Housing Affordability Task Force and the intent of the Province to see the delivery of a wide and diverse range of housing options.

Figure 1: Annual Housing Targets and Unit Mixes: City of Burlington³⁴



³ See **Table B-1: Annual Housing Targets: City of Burlington** in **Appendix B**

⁴ Affordable Dwellings Based on the Region's affordable threshold identified annually through the Region's State of Housing Report




Action 5

Action 5: Develop and Deliver an Annual Housing Monitoring and Reporting System to Council.

Key Questions About the Action	Answer(s)
What is the Action and why is it Important for Burlington?	<ul style="list-style-type: none"> Monitoring and reporting to Council on a regular basis will allow the City to benchmark progress and provide opportunities for a “pulse check” on the Actions in relation to how they are being implemented; and, how they are contributing to achieving targets. Monitoring provides an opportunity to be agile in responding to shifts at the federal and provincial level and to explore the need to bring actions forward that may not have been included in the Housing Strategy. The City recognizes the importance of information to support sound decision making, The Official Plan (2020) includes new policies to guide monitoring activities including housing monitoring. A more robust 5-year review of the Housing Strategy itself is needed in order to assess whether updates are required as a result of new data (e.g. Census information) and to explore policy and process amendments to proactively respond to emerging housing issues.
Key findings from HNO Report	<ul style="list-style-type: none"> Monitoring and reporting on data sources will be valuable and replicable.
Action and/or Action(s) as identified in the HNO Report	<ul style="list-style-type: none"> 45 (Continue to monitor both unit mix and sizes of new housing stock in the City to ensure they are in alignment with general trends for development and continue to be adequate to meet the needs of various household types. This should also



Key Questions About the Action	Answer(s)
	include developing an approach to reporting and data sources to make the reporting valuable and replicable.)
Theme(s) Supported	 <ul style="list-style-type: none"> • Take action, and define and measure success.
Examples	<ul style="list-style-type: none"> • N/A
The Pathway Forward	<ul style="list-style-type: none"> • Housing Strategy Implementation.
Timing	<ul style="list-style-type: none"> • Develop a monitoring and reporting system to be presented to Council one year after Council approves the Housing Strategy. • As the monitoring approach matures and policies have been implemented, use the information collected to inform Action 4. • Long-term review of the Strategy in 5-year increments.
Resources Required	<ul style="list-style-type: none"> • Dedicated City staff resource to collaborate with the City’s various departments and Regional staff; to collect data and monitor how the actions are being implemented and how the policies are working to support a range of mix of housing types; and track success based on the metrics set out in Section 2.3 of this Strategy.
Other Notes	<ul style="list-style-type: none"> • This action provides alignment with the Housing Affordability Task Force Report recommendations around data collection, monitoring, and consistent reporting. • This action could also align with the Ontario More Homes for Everyone Plan and the use of a provincial data standard for planning and development applications to support consistency



Key Questions About the Action	Answer(s)
	and standardization to facilitate data sharing and reporting across the province.



Action 6

Action 6: Build upon the policies of 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.

Key Questions About the Action	Answer(s)
What is the Action and why is it Important for Burlington?	<ul style="list-style-type: none">• This action recommends building upon the policies of the New Official plan and making use of the findings of the Housing Strategy project to inform the Comprehensive Zoning By-law (CZBL) project to make updates to the City's Zoning By-Law (ZBL) that would help to broaden the range and mix of housing.• The City's new Official Plan sets out the general planning goals and policies that provide high level direction on land use, built form and density ranges, while the ZBL sets out rules and regulations that control development as it occurs. Both the OP and ZBL are a mechanism for the removal of barriers to housing creation, diversity in housing type, and overall housing options across the continuum.• This would entail ensuring a flexible policy framework that would allow for housing types that could facilitate multi-generational living, shared/ congregate living and co-ownership, promoting accessible and universal design to allow for aging in place and expanding permissions where certain types of built forms can be located (e.g. townhouses within low density residential neighbourhoods; group homes and congregate living facilities).• City staff can begin to evaluate the effectiveness of policies, regulations and actions in getting closer to the City's Vision for housing, noting that it may take some time for this to be



Key Questions About the Action	Answer(s)
	<p>reconciled given that OP 2020 is not yet fully in effect—Care should be taken as it may be difficult to evaluate the effectiveness of policies until OP 2020 is in full effect.</p> <ul style="list-style-type: none">• This action also recommends exploring the feasibility of streamlined processes and policy tools such as a Community Planning Permit System (CPPS).• A CPPS is a land use planning tool that municipalities can use to help streamline the development approvals process by combining zoning amendments, minor variance, and site plan agreements under one application with shorter approval timelines.• A CPPS or other streamlined processes could provide the City with an opportunity to incentivize redevelopment and the delivery of housing options, including attainable housing to support complete communities as expedited reviews reduce the timelines, costs, and associated risks that accompany delays in the approvals process. These reduced costs could be passed on to tenants and homeowners.
Key findings from HNO Report	<ul style="list-style-type: none">• As the City builds out, it will be critically important to ensure that the range and mix of housing available in the City can meet the needs of residents at various stages across the housing continuum.• The CZBL Project is an opportunity for the City to build more capacity for as-of-right residential development permissions through implementing the directions of the new Official Plan, where applicable, and finding opportunities to provide additional flexibility for the delivery of housing, including expanding permissions for townhouses to be permitted either



Key Questions About the Action	Answer(s)
	<p>as-of-right or through a minor variance rather than a Zoning By-law Amendment within the Low-Density Residential designation.</p> <ul style="list-style-type: none"> • Development standards and zoning requirements may have the effect of introducing barriers to housing creation and should be reviewed to encourage development of a range of housing options (e.g. minimum lot area and dimensions, parking standards). • Evidence of “people zoning” should be removed, in favour of a more holistic approach that acts to reduce stigmatization and discrimination including regulations on separation distances and locations within zones for group and rooming houses, and seniors housing. • The provision of housing units to meet the City’s targets (see Action 2) can be accelerated by streamlining approval processes. • By reducing the timelines development approvals in key locations identified for growth, building permits may be able to be obtained faster. • A CPPS can be used to support housing goals through shorter application timelines and more cost-certainty and may also increase the availability of housing that is affordable based on the Halton Region affordability thresholds, depending on the conditions of the CPPS agreement.
Action and/or Action(s) as identified in the HNO Report	<ul style="list-style-type: none"> • 7 (Through the CZBL, look for opportunities to consolidate medium density residential zones and associated regulations.) • 8 (Provide more opportunities for medium density residential built forms to proceed directly to a Site Plan application by



Key Questions About the Action	Answer(s)
	<p>ensuring the regulations of the CZBL implement any expanded permissions in OP 2020).</p> <ul style="list-style-type: none">• 9 (Ensure the regulations of the CZBL implement the new as-of-right permissions for semi-detached dwellings within Low Density Residential Neighbourhoods.)• 10 (Ensure the regulations of the CZBL implement the new as-of-right permissions for higher-density built forms within the Downtown, Uptown, and Mixed Use Intensification Corridors.)• 20 (Introduce as-of-right privileges for supportive housing to increase the opportunities to deliver these services.)• 34 (Assess the feasibility of implementing a CPPS in other priority areas (outside of Major Transit Station Area (MTSA)) and working with upper levels of government for implementation.• 38 (Build upon the advances of the 2020 OP through the CZBL project to provide opportunities for development that is in alignment with the growth framework of the OP 2020 to proceed via site plan.)• 40 (As part of the CZBL work, ensure regulations are flexible to allow tiny homes^{5 6} either as-of-right (preferred) or through minor variance and consider a tiny home pilot project, with associated incentives.)

⁵ Micro living and tiny homes are typically smaller unit sizes. These units are intended for single occupancy households and may represent a more affordable housing option. These dwelling options may also be used as an ARU on an existing property which could then be used for a family member or friend who requires supports while still living as independently as possible.

⁶ The City should consider establishing regulations in the CZBL to address when a tiny home is used as an ARU and when a tiny home is used as the primary dwelling unit on a property.





Key Questions About the Action	Answer(s)
	<ul style="list-style-type: none"> • 41 (As part of the CZBL work, recognize modular housing⁷ as permanent housing in order to expand the ability for this type of housing to accommodate people on a more permanent basis (versus being utilized for emergency housing only)⁸ • 42 (Ensure regulations in the CZBL are not unintentionally discriminatory and do not intentionally limit opportunities for a range of housing options, including supportive and assisted housing.) - this would include removing requirements that group homes and shelters be located on arterial roads to expand options in alignment with the direction in OP 2020 • 43 (Monitor how the OP policies are working to deliver a broad range of ground oriented built form housing types, and then if needed, provide more flexibility for compatible higher-intensity ground oriented built forms within the Low-Density Residential Neighbourhoods (e.g. townhouses) through a potential future Official Plan Amendment that would be subject to a public process. This would include permitting this type of infill development to be considered by the Committee of Adjustment through a Minor Variance process, rather than a Zoning By-law Amendment Process.)⁹ • 46 (Expand permissions for where shared housing can be located.)- OP 2020 generally includes language that is supportive of both shared housing and group homes, however

⁷ Modular housing construction is a construction approach where units are constructed off-site and re-located to the desired location. This process is faster and often cheaper than traditional builds and can provide a unique housing type to address lower-income household needs for a municipality.

⁸ The City should define modular housing in the CZBL to distinguish this built form is different than a mobile home; to recognize the permanency of modular housing, and establish any specific regulations for modular housing while ensuring there is no conflict with the Ontario Building Code

⁹ The policies of OP 2020 currently give consideration to townhouses on lands designated Residential Low-Density through a site-specific zoning bylaw amendment, subject to specific criteria.



Key Questions About the Action	Answer(s)
	<p>the ZBL includes restrictions in this regard. The ZBL should be updated consistent with the policies of OP 2020 to provide opportunity for the location of shared housing and group homes in more areas of the City and reduce/ mitigate potential risks of human rights complaints.</p> <ul style="list-style-type: none"> • 51 (Through the CZBL, consider expanding the permitted locations of emergency shelters and residential social services to more than arterial or collector roads, unless there is justifiable reason from a land use planning perspective that this is not appropriate.)
Theme(s) Supported	<div>  <ul style="list-style-type: none"> • Support a broad variety of housing types and forms. </div> <div>  <ul style="list-style-type: none"> • Take action, and define and measure success. </div>
Examples	<ul style="list-style-type: none"> • The HNO Report includes a Policy and Regulatory Gap Assessment which should be used by the City to guide potential amendments to OP 2020 and the CZBL project, specifically Appendix B, Section 12.0 and Appendix C, Section 9.0. • City of Edmonton's Zoning By-Law Under the Lens of Equity. • City of Toronto Report for Increased As-of-Right Zoning Revisions for Municipal Shelters. • Scarborough, Ontario, Presentation Manor Living Spaces. • City of Brampton Queen Street East Community Planning Permit System By-law.
The Pathway Forward	<ul style="list-style-type: none"> • Policy, Zoning and Regulation • Required



Key Questions About the Action	Answer(s)
Timing	<ul style="list-style-type: none">• Medium to long-term, within two to five years, as part of the CZBL project or through future amendments to the Official Plan, where required.
Resources Required	<ul style="list-style-type: none">• Dedicated staff resource.• Consultants retained by the City (for the CZBL project work).
Other Notes	<ul style="list-style-type: none">• Actions 5 and 6 are linked and should be considered in conjunction.• As outlined in the Province’s Report of the Ontario Housing Affordability Task Force, this would support the actions related to limiting exclusionary zoning, ARUs and permitting attached dwellings and multi-tenant housing in more areas throughout the City and can help to support reducing red tape and incentivizing an increase in housing supply.• The Province has also introduced a new Community Infrastructure and Housing Accelerator Tool (CIHA) under the <i>Planning Act</i> to speed up approvals for housing and community infrastructure.• A number of the sub-actions should be investigated with the potential to be quick wins.



Action 7

Action 7: Support, permit, and encourage the development of alternate forms of housing, including higher density types of housing, where feasible and appropriate.

Key Questions About the Action	Answer(s)
What is the Action and why is it Important for Burlington?	<ul style="list-style-type: none"> • It is important for the City to ensure that a range and mix of housing is available in the City in order to achieve the Vision for Housing in Burlington. • This entails ensuring a flexible policy framework that allows for housing types that could facilitate multi-generational living, shared/ congregate living and co-ownership; promoting accessible and universal design that allows for aging in place; promoting the development of purpose-built rental units; and, expanding permissions where certain built form types can be located.
Key findings from HNO Report	<ul style="list-style-type: none"> • Burlington residents do not feel there is enough diversity or options for ownership and rental housing in the City to meet residents' needs. • Provincial policy requires municipalities to support a range and mix of housing options to meet the needs of current and future residents. • The City has an opportunity to support higher intensity, innovative housing options and the creation of purpose-built rental units.
Action and/or Action(s) as identified in the HNO Report	<ul style="list-style-type: none"> • 5 & 17 (Ensure policies and regulations are flexible to allow for the development of housing types that would be appropriate for shared housing and non-traditional co-ownership.)- OP 2020 generally includes language that is supportive of both shared housing and group homes;



Key Questions About the Action	Answer(s)
	<p>however, a cursory review of OP 2020 may be required to ensure there are no unintentionally exclusionary policies that would preclude co-ownership opportunity in a low density residential neighbourhoods</p> <ul style="list-style-type: none">• 14 (Consider opportunities to expand density permissions within identified growth areas, where outcomes of concurrent studies demonstrate this to be appropriate.)• 15 (Provide support for and encourage the development of alternative forms of housing, where feasible and appropriate.)• 16 (Include actions to ensure the provision of a continuum of housing for seniors and persons with disabilities by accommodating a diversity of non-traditional housing forms.) OP 2020 generally includes language that is supportive housing for seniors and persons with disabilities; however, a cursory review of OP 2020 may be required to ensure there are no unintentionally exclusionary policies.• 24 (Facilitate co-ownership on a large scale by increasing the awareness of options among residential developers and potential home buyers.)• 47 (In order to remove barriers for the development of retirement and/or long-term care facilities and allow wider opportunities to age in place, consider exceptions for long-term care facilities for ground floor commercial uses in some instances, so that they can develop as standalone facilities in mixed use areas.)- This may require revising policies in OP 2020 in mixed use designations where multiple uses are required in the same building to exempt long-term care facilities from this requirement.



Key Questions About the Action	Answer(s)
	<ul style="list-style-type: none"> • 50 (Provide a policy and regulatory environment that would support the development of housing types that could foster multi-generational living.)
Theme(s) Supported	<div>     </div> <ul style="list-style-type: none"> • Support a healthy rental housing stock. • Support a broad variety of housing types and forms. • Build awareness and capacity. • Take action, and define and measure success.
Examples	<ul style="list-style-type: none"> • The HNO Report includes a Policy and Regulatory Gap Assessment which should be used by the City to guide potential amendments to OP 2020 and the CZBL project, specifically Appendix B, Section 12.0 and Appendix C, Section 9.0
The Pathway Forward	<ul style="list-style-type: none"> • Policy, Zoning and Regulation.
Timing	<ul style="list-style-type: none"> • Medium-term, within two to five years, as part of ongoing review and updates to the Official Plan and CZBL in response to Regional conformity matters, and other local policy and regulatory initiatives (Action 4).
Resources Required	<ul style="list-style-type: none"> • Dedicated staff resource. • Consultants retained by the City (CZBL work). • Costs related primarily to staff resourcing and consulting fees for the CZBL report.
Other Notes	<ul style="list-style-type: none"> • Actions 5 and 6 are linked and should be considered in conjunction.



Key Questions About the Action	Answer(s)
	<ul style="list-style-type: none">• As outlined in the Province’s Report of the Ontario Housing Affordability Task Force, this would support the actions related to limiting exclusionary zoning, ARUs and permitting attached dwellings and multi-tenant housing in more areas throughout the City.






Action 8


Action 8: Provide incentives through a Community Improvement Plan (CIP) for the delivery of housing options to meet the needs of residents.

Key Questions About the Action	Answer(s)
What is the Action and why is it Important for Burlington?	<ul style="list-style-type: none">• This action recommends exploring the feasibility of implementing a CIP in Burlington. A CIP is a tool that can be used to encourage the development of a range of ownership housing options and rental housing options.• Since there is no mechanism for the City to require the development of a specific type of housing, providing incentives is a key way the City can address a variety of housing needs of residents now and in the future. The range of housing encouraged by a CIP could include:<ul style="list-style-type: none">○ Affordable/ attainable ownership housing○ Rental housing○ Accessible units○ Sustainable units○ Larger units○ Additional Residential units• A CIP is a tool that allows a municipality to direct funds and implement policy initiatives toward a specific strategic and planning objective. Among other things, CIPs are intended to encourage rehabilitation initiatives and/or stimulate development and provides an opportunity to address local housing needs over the longer term, since any incentives provided by the City would be tied to an agreement that must be upheld.



Key Questions About the Action	Answer(s)
	<ul style="list-style-type: none"> • The City currently has a project underway to develop a CIP framework and the Region has enabling policies in the ROP related to CIPs.
Key findings from HNO Report	<ul style="list-style-type: none"> • Implementing such a CIP presents an opportunity for the City to take a more active role in expanding housing options and opportunities throughout the City. It also provides an opportunity for partnership with Halton Region, which also has a CIP framework in place that allows for the Region to participate in CIPs at the municipal level. • A CIP can provide a suite of incentives tailored to meet specific needs to improve gaps in both the ownership and rental markets, both in terms of availability/vacancy and costs.
Action and/or Action(s) as identified in the HNO Report	<ul style="list-style-type: none"> • 2 (Provide Incentives through a CIP for the development of affordable and rental housing units.) • 11 (Consider incentivizing the provision of units with more bedrooms within compact developments, financial or otherwise.) • 18 (Review possible exemptions to City fees and property taxes to support the delivery of affordable and attainable housing where opportunities may arise before a CIP is in place, as permitted under the Municipal Act.) • 32 (Create a housing initiatives program fund via a levy to support housing initiatives.)
Theme(s) Supported	<div>  <ul style="list-style-type: none"> • Support a healthy rental stock. </div> <div>  <ul style="list-style-type: none"> • Support a broad variety of housing types and forms. </div> <div>  <ul style="list-style-type: none"> • Advocate for partnerships. </div>



Key Questions About the Action	Answer(s)
	 <ul style="list-style-type: none"> • Take action, and define and measure success.
Examples	<ul style="list-style-type: none"> • City of Barrie: Community Improvement Plan. • Town of Cobourg: Affordable and Rental Housing in Cobourg. • City of Belleville: Community Improvement Plans.
The Pathway Forward	<ul style="list-style-type: none"> • Incentives.
Timing	<ul style="list-style-type: none"> • Medium-term, within two to five years following Council adoption of the Housing Strategy.
Resources Required	<ul style="list-style-type: none"> • Costs for implementing this action relate to: • Retaining a consultant to prepare a CIP; • Staff resourcing to review exemptions to City fees and property taxes to support the achievement of affordability goals; • Staff resourcing to evaluate applications for CIP funding following approval of a CIP; • Staff resourcing to produce materials related to advertising the CIP to housing providers; and, • An ongoing commitment from Council to provide funds for the CIP
Other Notes	<ul style="list-style-type: none"> • City Council recently approved amendments to the City's Development Charges (DC) By-law to reflect changes to the Province's Bill 108: More Homes, More Choices Act. Amendments include the addition of a non-statutory exemption of DCs for non-profit housing developments.



Key Questions About the Action	Answer(s)
	<ul style="list-style-type: none">• As outlined in the Province’s Report of the Ontario Housing Affordability Task Force, this Action helps to: get more homes built; “cut the red tape” to expedite the development of housing and reduce associated costs; and supports and incentivizes scaling up housing supply.



Action 9

Action 9: Develop an approach to protect Burlington's rental housing stock.

Key Questions About the Action	Answer(s)
What is the Action and why is it Important for Burlington?	<ul style="list-style-type: none">• This action proposes the development of an approach to address the low vacancy rate of the rental stock in Burlington and the loss of existing rental units• Often, as cities like Burlington mature, infill development and intensification become more common. As a result, site redevelopment can result in the loss of existing rental units.• Demolition and Conversion Control By-laws allow municipalities to protect the existing rental housing stock through ensuring any rental units demolished through redevelopment or converted to ownership tenure (e.g. to condominium) are replaced either on-site or nearby.• The Official Plan (1997) and Official Plan (2020) have demolition and conversion policies related to protecting existing rental housing, however there is not currently a by-law in place that would protect the loss of these existing units at the building permit/ demolition permit stage.• This action recommends building on the policy framework and/or regulatory approach (e.g., by-law) to protect Burlington's existing rental housing supply (e.g., from demolition or conversion into ownership units) and to ensure that diverse housing options are available and that the overall supply of rental housing meets the needs of residents.



Key Questions About the Action	Answer(s)
Key findings from HNO Report	<ul style="list-style-type: none">• The CMHC considers 3.0% or higher to be a healthy rental market. In Burlington in 2020, the vacancy rate for units in the primary rental market was 2.0%• Rental housing supply is not meeting the needs of existing and future residents in terms of both overall supply as well as affordability in terms of monthly rental rates. Protecting the existing rental housing universe, while working to increase the overall supply of rental housing will be important for the City moving forward.• Renter households comprised almost a quarter of all households in Burlington in 2016 (16,835 households), yet the number of units in the primary rental market was only 9,898 units, which is only 58.8% of the rental market.• All technical research completed to-date indicates that rental housing supply must increase in order to address the needs of current and future residents.• While efforts to increase the overall rental housing supply are underway, it is critically important for the City to ensure that the existing rental supply is not further eroded; and, that any rental units taken out of the supply through redevelopment are replaced.• There are both benefits and drawbacks to short-term rentals (STRs). STRs can result in a loss of housing from the market, but may also provide financial benefits to homeowners struggling with housing affordability and alternative options for migrant and contract workers. Any framework that seeks to regulate STRs must balance these interests.



Key Questions About the Action	Answer(s)
Action and/or Action(s) as identified in the HNO Report	<ul style="list-style-type: none"> • 1 (Introduce a rental replacement and demolition control by-law.) • 6 (Include an action item with a short-term timeframe to bring forward a recommended policy and regulatory approach to addressing short-term rentals in the City.)
Theme(s) Supported	 <ul style="list-style-type: none"> • Support a healthy rental housing stock.
Examples	<ul style="list-style-type: none"> • City of Mississauga Rental Housing Protection By-law • City of Mississauga Demolition Control By-law • City of St. Catharines Short-term Rental Concerns • City of St. Catharines Short-term Rental Licensing • St. Catharines Short-term Rental Zoning By-Law Amendment
The Pathway Forward	<ul style="list-style-type: none"> • Policy, Zoning and Regulation
Timing	<ul style="list-style-type: none"> • Short-term, within 6 months to one year of Council approval of the Housing Strategy.
Resources Required	<ul style="list-style-type: none"> • This can be completed internally by City staff (By-law/ Enforcement and Community Planning). Costs would be resource/staffing related.
Other Notes	<ul style="list-style-type: none"> • As outlined in the Province’s Report of the Ontario Housing Affordability Task Force, this action can help to reduce the costs to rent; and support scaling up housing supply, particularly rental housing supply. • This action provides a critical link with other ongoing City initiatives and Council direction respecting Short Term Rentals.







Action 10

Action 10: Identify underused properties, including government owned and non-government owned sites that could be used for housing

Key Questions About the Action	Answer(s)
What is the Action and why is it Important for Burlington?	<ul style="list-style-type: none">• Burlington can optimize City assets by identifying existing and future surplus or underused properties. Tracking these sites, and working with local partners proactively will position the City to seize opportunity for the use of such land to meet housing affordability objectives in the future.• The BLP can leverage real estate, either through current landholdings or new land acquisitions, to create opportunities for the development of housing with affordable ownership models, in cooperation with the private and non-profit sectors.
Key findings from HNO Report	<ul style="list-style-type: none">• Through the provision of surplus land, whether it be from the City of Burlington or from senior levels of government, or other landholders, Burlington will have the opportunity to be more involved with the type of development that occurs on the site. While there are currently limited surplus landholdings in Burlington's portfolio, there is an opportunity for the recently created BLP to get involved in the development of affordable housing through utilizing available lands within the City's existing portfolio as well as for the purposes of acquiring new lands. This may also allow Burlington to direct the developments to include a more diverse range of housing options, including purpose-built rental stock or more affordable housing units within developments as a result.



Key Questions About the Action	Answer(s)
Action and/or Action(s) as identified in the HNO Report	<ul style="list-style-type: none"> • 19 (Identify underutilized properties that could be intensified to provide additional housing supply. This could include government-owned properties (local, Regional, Provincial) as well as underutilized sites that are not government-owned.)—Quick win. • 30 (Acquire land or consider the purchase of multi-unit buildings to build housing that would assist in achieving the goals and targets of the Housing Strategy, which would be administered through the Burlington Land Partnership and other partners, as appropriate.) • 33 (Leverage real estate, either through current landholdings or new land acquisitions, to create opportunities for the development of housing with affordable ownership models, in cooperation with the private and non-profit sector.)
Theme(s) Supported	<ul style="list-style-type: none">  • Support a healthy rental housing stock.  • Support a broad variety of housing types and forms.  • Advocate for partnerships.  • Take action, and define and measure success.
Examples	<ul style="list-style-type: none"> • City of Toronto Housing Now. • Providing Municipal Land to Kawartha Lakes Haliburton Housing Corporation. • Calgary, Alberta, Providing Municipal Land through land swap with Calgary Homeless for Sun Court development (Habitat for Humanity).



Key Questions About the Action	Answer(s)
The Pathway Forward	<ul style="list-style-type: none">• Advocacy & Partnerships.
Timing	<ul style="list-style-type: none">• Medium-term, within two to five years of Council approval of the Housing Strategy.
Resources Required	<ul style="list-style-type: none">• Dedicated City Staff resources.• Costs would generally be resource/staffing related.• Future costs could be related to land acquisition.
Other Notes	<ul style="list-style-type: none">• As outlined in the Province’s Report of the Ontario Housing Affordability Task Force, this Action can help to support scaling up housing supply.• This Action also aligns with recommendations of the Association of Municipalities of Ontario’s Integrated Approach to Address Ontario’s Housing Crisis to the Federal and Provincial governments to provide surplus or underutilized crown lands to municipal governments for affordable or missing middle housing and to support the repurposing of surplus school lands to housing by donating to municipalities.• This action provides a critical link with other ongoing City initiatives like the BLP.



Action 11

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.

Key Questions About the Action	Answer(s)
What is the Action and why is it Important for Burlington?	<ul style="list-style-type: none">• This action is important for Burlington to provide housing units through gentle intensification.• The Official Plan (2020) establishes a supportive policy framework for ARUs, in conformity with the <i>Planning Act</i>.• The Comprehensive Zoning By-law review will propose a regulatory framework and conformity exercise to support the objectives of the Province as stated in the <i>Planning Act</i> to support the creation of ARUs.• This framework could include a requirement that a certain proportion of new builds contain an ARU and looking for opportunities to promote the development of ARUs; informing homeowners on the costs and benefits of an ARU, connecting prospective landowners with resources, and working to strengthen existing partnerships and build new partnerships to connect homeowners with legal ARUs to people in need of housing.• Implementing an ARU registry can connect tenants with safe, legal units, and provide an opportunity for those with existing ARUs to bring them into conformity.• The action requires a full life cycle tracking system to monitor from applications through to construction of the ARUs and the ability to establish annual targets for the creation of new ARUs.



Key Questions About the Action	Answer(s)
Key findings from HNO Report	<ul style="list-style-type: none"> • ARUs can provide opportunity for more “missing middle” housing through compatible infill and allow for more expeditious delivery of ground-oriented dwellings throughout the city. • ARUs provide efficient opportunities for a range of housing options within existing dwellings in Burlington, as well as within new builds. They can also provide the City with additional opportunities to meet the Provincial annual intensification targets for new residential units, as well as diversify the housing mix. • The City has made strides to reduce barriers for ARUs through a recent housekeeping update to the Zoning By-law, however additional policy guidance needs to be introduced to better align with the <i>Planning Act</i> and Official Plan. • The City may also want to consider amending the current policy and regulatory framework to provide further flexibility for this type of housing. • The City may also want to identify opportunities to promote/ incentivize the development of this form of housing.
Action and/or Action(s) as identified in the HNO Report	<ul style="list-style-type: none"> • 4 (Consider a policy framework for new residential developments that would encourage development proposals containing ground-oriented dwellings to include ascertain proportion of these units to have an ARU built-in). • 31 (Work to strengthen existing partnerships and build new partnerships to connect homeowners with legal ARUs with people in need of housing).



Key Questions About the Action	Answer(s)
	<ul style="list-style-type: none"> • 44 (Consider implementing a registration and monitoring program for ARUs to allow for improved monitoring on a go-forward basis, to encourage human health and safety, as well as establishing an annual target for the creation of new ARUs).
Theme(s) Supported	<ul style="list-style-type: none">  • Support a healthy rental stock.  • Support a broad variety of housing types and forms.  • Building awareness and capacity.  • Advocate for partnerships.  • Take action, and define and measure success.
Examples	<ul style="list-style-type: none"> • City of Hamilton Residential Zoning Project - Secondary Dwelling Units • City of Toronto Laneway Suites Program • City of Vancouver North Vancouver, Build or register a secondary suite • Peel Region Second Unit Renovation Program
The Pathway Forward	<ul style="list-style-type: none"> • Policy, Zoning and Regulation.
Timing	<ul style="list-style-type: none"> • Short- to medium-term. • Policy development, advocacy within 6 months to 1 year. • Incentives and programs within 2-5 years.
Resources Required	<ul style="list-style-type: none"> • Dedicated City staff resource. • Costs would primarily related to staff resourcing and ongoing monitoring.



Key Questions About the Action	Answer(s)
Other Notes	<ul style="list-style-type: none">• As outlined in the Province’s Report of the Ontario Housing Affordability Task Force, this would support the actions related to scaling up housing supply, allowing as-of-right ARUs, and increasing rental options/ opportunities.• Implementing zoning regulations for ARUs could be investigated as a quick win.






Action 12

Action 12: Undertake a formal assessment of the potential to introduce inclusionary zoning.

Key Questions About the Action	Answer(s)
What is the Action and why is it Important for Burlington?	<ul style="list-style-type: none">• The City is currently exploring the feasibility of implementing an inclusionary zoning (IZ) policy framework in Burlington's PMTSAs, which are the areas around the GO stations.• IZ is a policy tool that allows municipalities to require a certain percentage of units within new residential developments to be set aside as affordable.• The City may proceed with implementation, based on the findings of the municipal assessment report and incorporated into the concurrent MTSA Area Specific Plan (ASP) planning project.• The action is important for Burlington to implement findings on the Municipal Assessment Report that will ultimately provide more housing opportunities at or below market rates over a given period of time.
Key findings from HNO Report	<ul style="list-style-type: none">• In Ontario, the intent of IZ is to increase equity in housing in areas that are the focus for new development, specifically Protected Major Transit Station Areas (PMTSAs). It can only be implemented where an assessment report has demonstrated the tool would be financially viable. There are a number of factors that must be considered and balanced to arrive at a financially viable project. An Inclusionary Zoning Municipal Assessment Report forms part of the work plan for the City's Housing Strategy Project and is currently underway. Completing the IZ Municipal Assessment Report will be an important near-term action



Key Questions About the Action	Answer(s)
	for the City to determine the feasibility of implementing IZ within the City's PMTSAs.
Action and/or Action(s) as identified in the HNO Report	<ul style="list-style-type: none"> • 52 (Explore inclusionary zoning through MTSA project and Inclusionary Zoning Municipal Assessment Report. Implement, as appropriate, based on outcomes.)
Theme(s) Supported	<ul style="list-style-type: none">  • Support a broad variety of housing types and forms.  • Advocacy and partnerships.  • Take action, define and measure success.
Examples <p>Note- At present, Toronto is the only municipality in Ontario with IZ policies.</p> <p>Both the January 11th Inclusionary Zoning Staff Report and HNO Report provide detailed summaries of the examples provided.</p>	<ul style="list-style-type: none"> • City of Toronto Inclusionary Zoning Policy • City of Ottawa, Inclusionary Zoning Policy underway • Markham, Ontario • Richmond Hill • Montreal, Quebec • Vancouver, British Columbia • Richmond, British Columbia • New York City, New York
The Pathway Forward	<ul style="list-style-type: none"> • Required. • Housing Strategy Implementation.



Key Questions About the Action	Answer(s)
Timing	<ul style="list-style-type: none">• This assessment is currently underway, the results of the Municipal Assessment Report and Peer Review will be brought forward to Council in the immediate short-term.• Long-term administration of IZ program following implementation.
Resources Required	<ul style="list-style-type: none">• Costs for the IZ Municipal Assessment Report have been accounted for as part of the Housing Strategy budget.• Should the Municipal Assessment Report determine IZ is viable for the City, ongoing staff resourcing would be required for implementing IZ and ongoing administration.
Other Notes	<ul style="list-style-type: none">• This action provides a critical link with other ongoing City initiatives, such as the MTSA ASP Project.• A Council meeting was held on January 11, 2022 to introduce Inclusionary Zoning to Council where delegations from the development community provided input and requested that the provision of incentives (financial or otherwise) to offset the costs of inclusionary zoning be explored and considered.



2.7 Implementation Plan

The three tables presented on the following pages provide an implementation plan with a brief summary of each of the actions, based on whether they should be completed over the short-, medium- or long-term. This can be utilized in conjunction with the detailed action summaries in Section 2.6 to track progress on Strategy implementation and measure success.

Action Plan Table 1: Short-Term Actions (6 months to 2 years)

Action Number	Action	Theme(s) Supported	Link to HNO Action(s)	Scope of Work	Responsibility	Financial Implications (Low, Medium, High) ¹⁰
1	Clearly define the City's role and responsibility in supporting a diversity of housing options that are attainable at all income levels.	<ul style="list-style-type: none">Take action, and define and measure success.	25	<ul style="list-style-type: none">Official Plan Amendment to include non-operative language about the City's role.Establish private & public partnerships as needed.	<ul style="list-style-type: none">Dedicated staff resource for Housing Strategy Implementation.	Low
2	Act as a connector and partner in the housing system by identifying opportunities to connect people and providers to resources and information related to meeting housing objectives.	<ul style="list-style-type: none">Build awareness and capacity.Advocate for partnerships.Support a broad variety of housing types and forms.	22, 23, 26, 27, 28, 29	<ul style="list-style-type: none">Explore and identify opportunities for partnerships with upper levels of government and other housing providersExplore and identify opportunities to connect people and providers to resources and informationOngoing monitoring, administration and implementation of the Housing Strategy	<ul style="list-style-type: none">Dedicated staff resource for Housing Strategy Implementation, Advocacy and Partnership development.	Low
3	Allocate appropriate staff resources to implement and administer the housing strategy and associated actions.	<ul style="list-style-type: none">Build awareness and capacity.Take action, and define and measure success.	35, 36	<ul style="list-style-type: none">Creation of housing strategy taskforce.Onboarding and ongoing oversight of the Housing Strategy implementation and liaison with the taskforce by staff resource.	<ul style="list-style-type: none">City Planning staff.Dedicated staff resource required for ongoing implementation.	Medium
4	To meet the objectives of the Housing Strategy, build upon the policies of the new Official Plan and use the findings of	<ul style="list-style-type: none">Support a healthy rental housing stock.Support a broad variety of housing types and forms.	12, 37, 49	<ul style="list-style-type: none">Official Plan Amendment to implement targets set out in the Strategy.	<ul style="list-style-type: none">City Planning staff.	Low

¹⁰ Low – lower effort by staff, but can be completed in-house; Medium – higher effort by staff, and primarily can be completed in-house; High – staff and consultant time and costs

Action Number	Action	Theme(s) Supported	Link to HNO Action(s)	Scope of Work	Responsibility	Financial Implications (Low, Medium, High) ¹⁰
	the Housing Strategy Project to establish minimum targets around housing.	<ul style="list-style-type: none"> Take action, and define and measure success. 				
5	Develop and Deliver an Annual Housing Monitoring and Reporting System to Council.	<ul style="list-style-type: none"> Take action, and define and measure success. 	45	<ul style="list-style-type: none"> Prepare a detailed monitoring report template. Collect data for measuring success/tracking achievement based on the indicators and data sources set out in Section 2.2 of this Strategy. Prepare detailed monitoring report on an annual basis. On-going monitoring and review of the Strategy in 5-year intervals (See long-term table). 	<ul style="list-style-type: none"> Dedicated staff resource for Housing Strategy Implementation. City Planning Staff. Other City Departments, as needed. 	Low
9	Develop an approach to protect Burlington's rental housing stock.	<ul style="list-style-type: none"> Support a healthy rental housing stock. 	1, 6	<ul style="list-style-type: none"> Complete Short-Term Rental study. Develop rental replacement and demolition/conversion control framework. Potential Official Plan Amendment to implement any findings from a Short-Term Rental study. Draft Rental Replacement/ Demolition and Conversion Control By-law. Draft Short-Term Rental by-law, depending on outcomes of study. Consultation. Refine and Implement. 	<ul style="list-style-type: none"> Dedicated staff resource for Housing Strategy Implementation. City By-law & Enforcement staff. May require support from outside consultants, but could also be completed in-house. 	Medium
11	Encourage Additional Residential Units (ARUs) and consider a registry and monitoring program to	<ul style="list-style-type: none"> Support a healthy rental stock. Support a broad variety of housing types and forms. 	4, 31, 44	<ul style="list-style-type: none"> Review current policy framework and determine the extent to which additional flexibility may be appropriate for the local context. 	<ul style="list-style-type: none"> Dedicated staff resource for Housing Strategy Implementation. City Planning Staff. 	Low

Action Number	Action	Theme(s) Supported	Link to HNO Action(s)	Scope of Work	Responsibility	Financial Implications (Low, Medium, High) ¹⁰
	evaluate the success of the framework and to make sure the ARUs meet health and safety standards.	<ul style="list-style-type: none"> Building awareness and capacity. Advocate for partnerships. Take action, and define and measure success. 		<ul style="list-style-type: none"> Draft Zoning By-law Amendment as part of the Comprehensive Zoning By-law project. Development of awareness programs and connecting prospective landlords and tenants to resources and information. Consultation. Refine and implement. 		
12	Undertake a formal assessment of the potential to introduce inclusionary zoning.	<ul style="list-style-type: none"> Support a broad variety of housing types and forms. Advocacy and partnerships. Take action, define and measure success. 	52	<ul style="list-style-type: none"> Complete the municipal assessment report, incorporate policy framework into MTSA ASPs, as appropriate, based upon results. 	<ul style="list-style-type: none"> Housing Strategy Consultant. City Planning Staff. MTSA ASP Staff, as appropriate. 	Low (costs covered through Housing Strategy scope of work. Additional staff time and potentially MTSA ASP consultant time may also be required)

Action Plan Table 2: Medium-Term Actions (2-5 years)

Action Number	Action	Theme(s) Supported	Link to HNO Action(s)	Scope of Work	Responsibility	Financial Implications (Low, Medium, High) ¹¹
6	Build upon the policies of 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.	<ul style="list-style-type: none">Support a broad variety of housing types and forms.Take action, and define and measure success.	7, 8, 9, 10, 20, 34, 38, 40, 41, 42, 43, 46, 51	<ul style="list-style-type: none">CZBL Project Team to review technical recommendations set out in HNO report and sub actions to inform the CZBL project.	<ul style="list-style-type: none">City Planning staff.CZBL Review consultant.	High (costs would be covered by consultant fees and staff time)
7	Support, permit, and encourage the development of alternate forms of housing, including higher density types of housing, where feasible and appropriate.	<ul style="list-style-type: none">Support a healthy rental housing stock.Support a broad variety of housing types and forms.Build awareness and capacity.Take action, and define and measure success.	5, 14, 15, 16, 17, 24, 47, 50	<ul style="list-style-type: none">Official Plan Amendment to provide flexibility for townhouses within low density residential neighbourhoods to develop without the need for a larger <i>Planning Act</i> process (e.g. Zoning By-law Amendment).CZBL Project Team to review technical recommendations set out in HNO report related to removing barriers to housing and address regulations that may be unintentionally discriminatory (e.g. removal of requirements that shared housing and congregate living only be permitted on certain road types).Consultation.	<ul style="list-style-type: none">Dedicated staff resource for Housing Strategy Implementation.City Planning staff.CZBL Review consultant.	Low

¹¹ Low – lower effort by staff, but can be completed in-house; Medium – higher effort by staff, but primarily can be completed in-house; High – staff and consultant time and costs

				<ul style="list-style-type: none"> • Refine and implement. 		
8	Provide incentives through a Community Improvement Plan (CIP) for the delivery of housing options to meet the needs of residents.	<ul style="list-style-type: none"> • Support a healthy rental stock. • Support a broad variety of housing types and forms. • Advocate for partnerships. • Take action, and define and measure success. 	2, 12, 18, 32	<ul style="list-style-type: none"> • Prepare CIP Request for Proposal (RFP) and retain consultant to prepare CIP which could explore incentives for affordable rental housing, affordable ownership housing, the provision of specific unit types, etc., reviewing exemptions to City fees and property taxes to support the achievement of affordability goals, and creating a housing affordability program fund via a levy to support the CIP or other housing initiatives. • Consultation on Draft CIP. • Allocation of funding (i.e. levy, in a housing affordability program fund) and bring CIP to Council. • Refine and implement. • Ongoing implementation of the CIP incentive program. 	<ul style="list-style-type: none"> • Dedicated staff resource for Housing Strategy Implementation. • City Planning staff, as needed, for additional support. • CIP Consultant. • Ongoing staff resourcing for CIP implementation. 	High
10	Identify underused properties, including government owned and non-government owned sites that could be used for housing.	<ul style="list-style-type: none"> • Support a healthy rental housing stock. • Support a broad variety of housing types and forms. • Advocate for partnerships. • Take action, and define and measure success. 	19, 30, 33	<ul style="list-style-type: none"> • Prepare inventory/database of underutilized properties that could be intensified to provide additional housing supply. This could include government-owned properties (local, Regional, Provincial) as well as underutilized sites that are not government-owned. • Acquiring land that could be used by the BLP to assist in achieving goals and targets of the Housing Strategy. • Consult with land owners. • Monitor for sales. 	<ul style="list-style-type: none"> • Dedicated staff resource for Housing Strategy. • City Planning staff. • City Real Estate staff. • BLP and Economic Development Staff. 	Low

Action Plan Table 3: Long-term Actions (5 years+)

Action Number	Action	Theme(s) Supported	Link to HNO Action(s)	Scope of Work	Responsibility	Financial Implications (Low, Medium, High) ¹²
5	Develop and Deliver an Annual Housing Monitoring and Reporting System to Council.	<ul style="list-style-type: none">Take action, and define and measure success.	45	<ul style="list-style-type: none">While developing the monitoring system is a short-term action, there is also a need for on-going monitoring and review of the Strategy in 5-year intervals (See long-term table).	<ul style="list-style-type: none">Dedicated staff resource for Housing Strategy Implementation.	Low
12	Undertake a formal assessment of the potential to introduce inclusionary zoning.	<ul style="list-style-type: none">Support a broad variety of housing types and forms.Advocacy and partnerships.Take action, define and measure success.	52	<ul style="list-style-type: none">While the Assessment Report itself is an immediate short-term action, following the completion of the municipal assessment report, long-term administration of any IZ program would be required.	<ul style="list-style-type: none">Dedicated staff resource for Housing Strategy.	Low

¹² Low – lower effort by staff, but can be completed in-house; Medium – higher effort by staff, but primarily can be completed in-house; High – staff and consultant time and costs



Appendix A

List of 52 Preliminary Actions from Housing Needs and Opportunities Report



1. Introduce a demolition and conversion control by-law and rental replacement by-law to implement the policy direction set out in OP 2020 (Policy 3.1.2(2)).
2. Provide incentives through a Community Improvement Plan (CIP) for the development of affordable and rental housing units.
3. Expedite development applications for purpose built rental units, and for developments that would provide rental or ownership housing options priced at or below the affordability threshold.
4. Consider a policy framework for new residential development proposing ground-oriented dwellings that would require a certain proportion of new builds to contain an ARU.
5. Ensure policies and regulations are flexible to allow for the development of housing types that would be appropriate for shared housing and non-traditional co-ownership.
6. Include an action item with a short-term timeframe to bring forward a recommended policy and regulatory approach to addressing short-term rentals in the City.
7. Through the CZBL, look for opportunities to consolidate medium density residential zones and associated regulations.
8. Provide more opportunities for medium density residential built forms to proceed forward directly to a Site Plan application.
9. Ensure the regulations of the CZBL implement the new as-of-right permissions for semi-detached dwellings within Low Density Residential Neighbourhoods.
10. Ensure the regulations of the CZBL implement the new as-of-right permissions for higher density built forms within the Downtown, Uptown and Mixed Use Intensification Corridors.
11. Consider incentivizing the provision of units with more bedrooms within compact developments (financial or otherwise).
12. Establish minimum targets as set in OP 2020 Section 3.1.1(2)(g)(v):
 - To achieve the Region's housing mix and affordable and assisted housing targets;
 - For minimum targets within mid-rise and tall buildings for affordable, assisted and/or special needs housing; and



- For minimum targets for two (2) and three (3) bedroom units for residential development applications, including minimum targets for 3 or more bedroom units
- 13. Consider introducing an expedited/ prioritized review process for proposals that would assist the City in meeting targets set out in the Housing Strategy.
- 14. Consider opportunities to expand density permissions within identified growth areas, where outcomes of concurrent studies demonstrate this to be appropriate.
- 15. Provide support for and encourage the development of alternative forms of housing, where feasible and appropriate.
- 16. Include actions to ensure the provision of a continuum of housing for seniors and persons with disabilities by accommodating a diversity of non-traditional housing forms.
- 17. Ensure policies and regulations are flexible to allow for the development of housing types that would be appropriate for shared housing.
- 18. Review possible exemptions to City fees and property taxes to support the provision of affordable ownership housing.
- 19. Identify underutilized properties that could be intensified to provide additional housing supply. This could include government-owned properties (local, Regional, Provincial) as well as other underutilized sides that are not government owned.
- 20. Introduce as-of-right privileges for supportive housing to increase the opportunities to deliver these services.
- 21. Consider developing guidelines or providing assistance to developers to navigate the provision of storage and amenity spaces for larger households; and, accommodating household pets in a compact living environment.
- 22. Look for opportunities to promote the development of ARUs and educate homeowners on the costs and benefits of an ARU.
- 23. Develop education programs for:
 - Builders and developers to assist in understanding the City's targets and opportunities for incentives at various levels to assist in the creation of housing (affordable, market, rental, etc.);



- Residents and Council to assist in understanding the City's targets, the importance of a healthy balance of housing along the continuum and the benefits of this to the community. This could also include a fact sheet where common arguments such as decreased property values, increased congestion are put into context; and
 - Residents to assist in understanding the various forms of housing types and arrangements to foster neighbourhood support for new residential development. This could include actions such as hosting neighbourhood walks, education sessions, and informative videos to highlight the importance and benefits of gentle intensification to address "missing middle" housing and balancing localized neighbourhood impacts within the broader context of providing housing options for all current and future residents of Burlington.
24. Facilitate co-ownership on a large scale by increasing the awareness of options among residential developers and potential home buyers.
 25. Clearly identify the City's role and responsibility in delivering housing, and the actions within the Housing Strategy.
 26. Consider opportunities for partnerships with service providers for the development of modular housing on City-owned lands to address immediate emergency housing needs in the City.
 27. Consider opportunities for partnerships with faith-based organizations with the intent of connecting these groups with private and not-for-profit developers to identify opportunities to provide housing options on underutilized properties (e.g. places of worship with surplus land that could support intensification).
 28. Facilitate partnerships to support shared housing and co-living arrangements, including connecting developers with support service agencies or employers with property owners.
 29. Look for opportunities to partner with the Region to advocate for supports from higher levels of government for funding to support the delivery of additional supportive/ assisted housing options, as well as market housing options that would be at, or below, the affordability threshold.



30. Acquire land or consider the purchase of multi-unit buildings to build housing that would assist in achieving the goals and targets of the Housing Strategy, which would be administered through the BLP and other partners, as appropriate.
31. Work to strengthen existing partnerships and build new partnerships to connect homeowners with legal ARUs with people in need of housing.
32. Create a local housing affordability program fund via a levy to support housing initiatives.
33. Leverage real estate, either through current landholdings or new land acquisitions, to create opportunities for the development of housing with affordable ownership models, in cooperation with the private and non-profit sector.
34. Assess the feasibility of implementing a CPPS in other priority areas (outside of MTSA), and working with upper levels of government for implementation.
35. Assemble a Housing Strategy Working Group/Task Force that would work to monitor, evaluate and champion the implementation of the Housing Strategy.
36. Assign a new dedicated staff resource to support the Housing Strategy Working Group/Task Force.
37. Establish localized targets for type, size, affordability and mix to respond to anticipated demographic trends and the financial realities of Burlington.
38. Build upon the advances of the OP 2020 through the CZBL project to provide opportunities for development that is in alignment with the growth framework of the OP 2020 to proceed via site plan.
39. Ensure that any new housing-related policies introduced at the Regional level through Halton Region's Official Plan Review (OPR)/Municipal Comprehensive Review (MCR) are implemented in the City's Official Plan (OP) through a future Official Plan Amendment (OPA).
40. As part of the CZBL work, ensure regulations are flexible to allow tiny homes either as-of-right (preferred) or through minor variance and consider a tiny home pilot project, with associated incentives.
41. As part of the CZBL work, recognize modular housing as permanent housing in order to expand the ability for this type of housing to



accommodate people on a more permanent basis (versus being utilized for emergency housing only).

42. Ensure regulations in the CZBL are not unintentionally discriminatory and do not unintentionally limit opportunities for a range of housing options, including supportive and assisted housing.
43. Monitor how the OP policies are working to deliver a broad range of ground oriented built form housing types, and then if needed, provide more flexibility for compatible higher-intensity ground oriented built forms within the Low Density Residential Neighbourhoods (e.g. townhouses) through a potential future OPA that would be subject to a public process. This would include permitting this type of infill development to be considered by the Committee of Adjustment through a Minor Variance process, rather than a Zoning By-law Amendment Process.
44. Consider implementing a registration and monitoring program for ARUs to allow for improved monitoring on a go-forward basis, to encourage human and health and safety, as well as establishing an annual target for the creation of new ARUs.
45. Continue to monitor both unit mix and sizes of new housing stock in the City to ensure it is in alignment with general trends for development and continues to be adequate to meet the needs of various household types. This should also include developing an approach to reporting and data sources to make the reporting valuable and replicable.
46. Expand permissions for where shared housing can be located.
47. In order to remove barriers for the development of retirement and/or long-term care facilities, and allow wider opportunities to age in place, consider exceptions for long-term care facilities for ground-floor commercial uses in some instances so that they can develop as standalone facilities in mixed use areas.
48. Ensure that development proposals provide adequate and appropriate amenity space to accommodate people at all stages of life.
49. Consider introducing policies that can be implemented to foster the conditions necessary for attracting and retaining families, which can include minimum unit mix targets.



50. Provide a policy and regulatory environment that would support the development of housing types that could foster multi-generational living.
51. Through the CZBL consider expanding the permitted locations of emergency shelters and residential social services to more than arterial or collector roads unless there is justifiable reason from a land use planning perspective that this is not appropriate.
52. Explore inclusionary zoning through MTSA project and Inclusionary Zoning Municipal Assessment Report. Implement, as appropriate, based on outcomes.



Appendix B

Housing Targets Technical Memo

1.0 Housing Targets for Burlington

Annual housing targets have been developed to assist the City of Burlington in addressing the current and future housing needs in the community. Housing targets can be useful to track development and growth to ensure that the housing needs of current and future residents are met. These targets will be measured through indicators identified in the Housing Strategy and will evolve as the City evaluates progress. It should be noted that these targets are not mutually exclusive from one another, and one unit can serve to address two or more targets.

Once Halton Region's Preferred Growth Concept (Regional Official Plan Amendment 49) is approved by the Province, the City can use its housing unit allocations to identify annual numbers based on the recommended housing targets provided in **Table B-1** of this Memo.

Annual housing targets for affordability, rental housing, and dwelling size were developed based on housing trends in the City of Burlington from 1996 to 2016¹³ and available housing completions data.

1.1. Affordable Housing Units Targets

The prevalence of core housing need¹⁴ in Burlington increased across a variety of household types from 2006 to 2016. For these targets, household types were separated into two categories: small household types and large household types. Household types were used as a proxy for household size as core housing need data by household size was not available. Small household types are households who would be suitably housed in a one or two bedroom dwelling. These household types include couples without children, non-family households, and one person households. Large households are

¹³ Please note that 2016 Statistics Canada Census data was the most recent data available at the time this analysis was undertaken.

¹⁴ A household in core housing need is one whose dwelling is considered unsuitable, inadequate, or unaffordable and whose income levels are such that they could not afford alternative suitable and adequate housing in their community.

households who would be suitably housed in larger dwellings with three or more bedrooms. These household types would include couples with children, lone parent households, and multiple family households.

Halton Region's Official Plan currently has a target that at least **30% of all new housing units** built each year be affordable or assisted housing units. In 2020, the definition for affordable housing was housing with a maximum purchase price of \$409,500 and a maximum monthly rent of \$2,120 (all households). When broken down into household sizes, the maximum monthly rent for small households is \$1,650 and the maximum monthly rent for large households is \$2,630 (in 2020). The maximum purchase price for small households is \$283,700 and the maximum purchase price for large households is \$546,000¹⁵. Given that the Region is the Service Manager responsible for housing and that the target is Regional policy, the City of Burlington has opted to adopt this annual housing target and develop a target for dwelling size within this 30% target. This detailed target is that 75% of all new affordable units (or 22% of all annual housing completions) be dwelling units that are appropriate for small household types (i.e., one and two bedroom units) and 25% (or 8% of all annual housing completions) be dwelling units that are appropriate for large household types (i.e., three bedroom units and larger). According to Halton Region's State of Housing Report, 35.2% of all new dwellings (101 units) sold in Burlington in 2020 were at or below the Region's affordable threshold.

It should be noted that the Region does not currently report on the size of dwellings that are affordable, and thus the City and Region must work together to monitor the progress.

1.2. Rental Housing Target

While the number of renter households in Burlington has been increasing, the number of purpose-built rental units has not. From 2006 to 2016, the proportion of renter households in Burlington increased from 20.4% to 23.6%, a growth of 3,910 households.

¹⁵ Halton Region (2021). State of Housing Report 2020. Accessed from: <https://www.halton.ca/Repository/2020-State-of-Housing-Report>.

However, during this same period only 1,050 rental units were completed. Since 2016, only 170 purpose-built rental units have been completed in Burlington. With vacancy rates¹⁶ trending below 2% in the last 15 years, the need for purpose-built rental units is significant and expected to continue to grow. This may be part of the cause for increased rent prices in the primary rental market¹⁷, with rents increasing by 24.4% between 2016 and 2020. As such, a target for purpose-built rental housing has been developed where **35% of all new housing units** built each year should be purpose-built rental housing units. This target could also include new additional residential units (accessory units). As this target is specific to Burlington it must be tracked by the City to monitor progress.

1.3. Dwelling Size Targets

While the number of households have continued to increase in Burlington, smaller households have experienced a greater rate of increase. Small households are households that have one or two persons, while large households have three or more persons. From 1996 to 2016, small households grew from 53.0% of all households in 1996 to 58.7% in 2016. During this period, the number of small households has grown by 56.9%, while the number of large households has grown by just 24.6%.

Halton Region's modified Preferred Growth Concept and Land Needs Assessment (March 2022) estimate that approximately 20% of new dwellings will be ground-related (i.e., single-detached, semi-detached, and rows/towns). As such, 50% of these ground-related units (or 10% of all new dwellings) should be appropriate for small households and 50% (or 10% of all new dwellings) should for larger households. Of the remaining 80% of new units that are estimated to be apartment units, 70% should be appropriate for smaller households (55% of all new dwellings) and 30% should be appropriate for larger households (25% of all new dwellings). The focus on new apartment units is a

¹⁶ CMHC defines the vacancy rate as units that were unoccupied and available to rent but no lease was signed yet.

¹⁷ The primary rental market is made up of purpose-built rental units as opposed to the secondary rental market which is made up of units that were not specifically built to be rental housing but are currently being rented out.

result of the intensification associated with the limited greenfield space available in Burlington.

1.4. Dwelling Type Targets

While the majority of dwellings in Burlington in 2016 were single-detached and semi-detached dwellings (56.1% of dwellings combined) as reported in the 2016 Census, this proportion is expected to decline as the number of row houses and apartment dwellings in Burlington increased by 62% from 1996 to 2016, more than double the growth of single- and semi-detached dwellings (29.2%). In addition, 82.4% of all housing completions in Burlington from 2016 to 2021 have been row houses or apartment dwellings. This trend is increasing in recent years, with 81.2% of all housing completions in 2021 being row houses and apartment dwellings.

Halton Region's Official Plan currently has a target that at least 50% of all new housing units built each year be in the form of rows or apartment dwellings. Even though this is a Regional target, Burlington continues to exceed this annual target and is a contributor towards achieving this Regional target. While the trend in housing completions is expected to continue, the City may want to focus on increasing the proportion of row houses, stacked townhouses, and quadplexes to provide more higher-density ground-related options.

1.5. Summary

The following is a summary of the recommended housing targets outlined in the discussion above. These targets are not mutually exclusive from one another, and one unit can serve to address two or more targets.

Table B-1: Annual Housing Targets: City of Burlington

Dwelling Category	Dwelling Type	% of Total New
All	Total New Dwellings	100%
New Affordable Dwellings ¹⁸	Affordable Dwellings	30%
	One and Two Bedrooms	22%
	Three or More Bedrooms	8%
New Rental Dwellings	Rental Dwellings	35%
New Dwellings by Size and Type	Ground-related dwellings (singles, semis, rows)	20%
	One and Two Bedroom dwellings	10%
	Three or More Bedrooms Dwellings	10%
	Apartment Dwellings	80%
	One and Two Bedrooms	55%
	Three or More Bedrooms	25%

¹⁸ Based on the Region's affordable threshold identified annually through the Region's State of Housing Report.