

Expanding Housing Options in Neighbourhoods - Multiplex – Monitoring Program – Final Report

Date: May 29, 2025

To: Planning and Housing Committee

From: Chief Planner and Executive Director, City Planning

Ward: All

SUMMARY

Toronto is a dynamic, growing city which continues to attract newcomers, with at least 830,000 new Torontonians expected by 2051. Toronto's *Neighbourhoods* present an opportunity to accommodate a component of that future growth. Allowing for additional units in multiplex building types, with the same general scale and built form characteristics of low-rise neighbourhoods, addresses Official Plan objectives to provide a wide range of housing types within our *Neighbourhoods* in a way that is gradual and sensitive to their context. Multiplexes are defined as a low-rise form of housing with two, three, or four units in a single building. This type of housing can support climate goals by allowing people to walk, bike, or take transit for some of their daily trips; allowing for less carbon-intensive construction; and helping to protect the regional greenspace system by better using urbanized land. It provides a housing option that can fit the needs of families, large households, and people who would prefer living in ground-related housing. It can also provide units for people to age in place in their neighbourhoods, to create housing for a family member, or to create additional units to help contribute to mortgage costs.

As part of the Expanding Housing Options in Neighbourhoods (EHON) initiative, City Council adopted Official Plan and Zoning By-law Amendments to permit multiplexes city-wide and directed staff to monitor the implementation of multiplexes and report back on potential revisions to improve implementation.

This report discusses the outcome of the multiplex monitoring program and recommends further amendments to the zoning by-law to facilitate their construction, addresses issues emerging from monitoring and consultation, clarifies the application of Development Charges to multiplexes, and recommends continued monitoring in consultation with other City Divisions.

The proposed amendments include:

- Introduction of new “detached houseplex” and “semi-detached houseplex” defined terms, to move towards form-based zoning definitions and allow conversions between two and four units, including permissions for newly constructed semi-detached multiplexes;
- A maximum number of bedrooms per building, to distinguish between multiplexes and multi-tenant houses while providing flexibility and enabling family sized units;
- Regulations clarifying that reverse slope driveways are not permitted in multiplexes, consistent with all low-rise residential buildings;
- An interim approach to address restrictive Chapter 900 exceptions; and
- Zoning permissions for utility infrastructure on private property

RECOMMENDATIONS

The Chief Planner and Executive Director, City Planning recommends that:

1. City Council amend Zoning By-law 569-2013, as amended, substantially in accordance with the draft Zoning By-law Amendment appended as Attachment 1 to this report.
2. City Council authorize the City Solicitor to make such stylistic and technical changes to the draft Zoning By-law Amendment as may be required.
3. City Council amend City of Toronto Municipal Code Chapter 415, Development of Land, Section 415-6 A. (2) substantially in accordance with Attachment 2 to this report.
4. City Council authorize the City Solicitor to make such stylistic and technical changes to the draft amendment to the City of Toronto Municipal Code as may be required.
5. City Council direct the Chief Planner and Executive Director, City Planning to continue to monitor the implementation and effectiveness of amendments to the Official Plan and Zoning By-law in facilitating multiplex developments, and to report to the Planning and Housing Committee by the end of 2027 on monitoring outcomes and any necessary revisions to the Official Plan, the Zoning By-law, or other changes to improve the implementation and facilitation of multiplex construction.
6. City Council direct the Chief Planner and Executive Director, City Planning to consolidate all multiplex-related monitoring programs and report back by the end of 2027.
7. City Council direct the Chief Planner and Executive Director, City Planning to continue to track and review the number of by-law protected trees damaged or removed as a result of the construction of multiplex developments, and the number and type of minor variances requested and approved for multiplex developments, as part of the monitoring program and to report on these findings to the Planning and Housing Committee by the end of 2027.

8. In coordination with ongoing monitoring of multiplex development, City Council request the Chief Building Official and Executive Director, Toronto Building, the General Manager, Toronto Water, and the Chief Planner and Executive Director, City Planning, to report back by the end of 2025, if necessary, on any changes to the City's approval processes (including building permits) to assess sewer and water capacity impacts of multiplex development proposals.

FINANCIAL IMPACT

There are no immediate financial implications resulting from the recommendations included in this report; however, there may be future financial implications that are driven by infrastructure needs for increased multiplex permissions across the city.

Infrastructure Needs

Because of their smaller scale and smaller impact, multiplexes are not subject to the same review process as larger residential development projects that require rezoning and/or Site Plan Control. Currently, building permit applications for multiplexes are reviewed for a service connection. The Ontario Building Code Act does not require building permit applications to be reviewed for servicing capacity for the proposed use.

Through the City's Multiplex Monitoring Program, staff evaluated the impact of multiplexes on the City's sewer system, including the impact on basement flooding. The findings indicate that while individual multiplexes contribute only minor increases in flow to the sewer system, in areas where combined sewers are located, longer-term concentration of multiplex development has the potential to exacerbate existing constraints to adequate sewer capacity during wet weather flow. This may increase the risk of basement flooding in certain locations.

This report recommends that staff consider any changes to the City's approval processes (including building permits) to assess sewer and water capacity constraints of multiplex development proposals. Capital infrastructure upgrades to the sewer system may also be required. These matters will continue to be monitored in collaboration with Toronto Water. Any additional infrastructure needs will be addressed in future year budget processes.

The Chief Financial Officer and Treasurer has reviewed this report and agrees with the information as presented in the Financial Impact Section.

EQUITY STATEMENT

Access to safe, good quality and more affordable housing is an important determinant of physical and mental health, and a fundamental goal of the City's HousingTO 2020-2030 Action Plan, which was developed after the Government of Canada recognized that the right to adequate housing is a fundamental right affirmed in international law. Adequate and more affordable housing is also the cornerstone of inclusive neighbourhoods, supports the environment, and improves the socio-economic status of individuals, families, and communities as a whole. The Toronto Seniors Strategy identifies the need to create housing to facilitate aging in place across the city as part of the HousingTO Action Plan.

Amendments to the Official Plan – Chapter One – strengthen and broaden the equity lens applied to all City initiatives and support future projects in delivering positive and meaningful outcomes for all Torontonians. The new vision sets out actionable goals to become a city of complete communities with equitable access to services and amenities, a sustainable and climate resilient city, and the most inclusive city in the world.

EHON is an important step towards increasing and accelerating the creation of a diverse range and mix of housing options, including opportunities for additional units across the City, to accommodate people at all stages of life, and all household sizes and incomes. Broadening the types and sizes of units available in low-rise neighbourhoods through multiplex housing makes them more accessible to a diverse range of people and needs, leading to a more equitable and inclusive community. By extension, EHON will broaden access to parks, schools, local institutions, and small-scale stores and shops within the City's neighbourhoods.

CLIMATE IMPACT

On October 2, 2019, City Council declared a climate emergency for the purpose of "naming, framing and deepening our commitment to protecting our economy, our ecosystems and our community from climate change" ([Item MM10.3](#)). Toronto City Council has adopted an ambitious strategy to reduce community-wide greenhouse gas emissions in Toronto to net zero by 2040 (Item IE26.16). City Council has also recently adopted a new vision through Chapter 1 of the Official Plan which seeks to achieve net zero emissions throughout the city by applying a climate change lens to all aspects of planning, and becoming resilient and adaptable to the future impacts of a changing climate.

Permitting additional opportunities for missing middle housing helps reduce greenhouse gas emissions through the efficient use of land and resources. Infill within the built-up area enables low carbon transportation choices, such as walking, cycling, and public transit. Housing built in Toronto also reduces sprawl and transportation driven greenhouse gas emissions regionally.

Infill development enables the use of existing infrastructure, which avoids carbon intensive infrastructure built elsewhere. Smaller buildings and buildings with multiple units, such as garden suites, laneway suites, multiplex housing, and low-rise apartment buildings, can more easily achieve net zero operational emissions, as low carbon materials are readily available at this scale. These buildings are also more easily deconstructed and much of the existing material can be salvaged and reused.

The City Planning Division will continue to consider missing middle housing approaches through a climate impact lens as part of the EHON work plan.

DECISION HISTORY

Refer to Attachment 3 for Decision History details.

BACKGROUND

Expanding Housing Options in Neighbourhoods

Expanding Housing Options in Neighbourhoods (“EHON”) is an ongoing City initiative since 2018 to plan, permit, and facilitate more low-rise housing in residential neighbourhoods to meet the needs of a growing city. The EHON work program responds to several City and Provincial policy objectives to provide a full range of housing options for Torontonians, in a form that makes efficient use of land, infrastructure, and existing services. These low-rise housing forms, commonly referred to as the “missing middle”, can range from garden suites to low-rise walk-up apartment building. All these housing types can be found in Toronto today but have historically been limited in where they are allowed to be built.

Multiplexes are intended to be designed and constructed as a building with multiple self-contained dwelling units. The zoning by-law does not regulate the tenure of a property. As such, a multiplex unit can be used as a rental or ownership unit. The multiplex permissions provide opportunities for a variety of living arrangements, providing flexibility for existing homeowners looking to rent one or more units to a tenant(s), creating additional units for multigenerational living, or those looking to downsize and age in place.

EHON and the Multiplex Study are a component of Toronto's 2023 Housing Action Plan, which seeks to increase the supply of housing within complete, inclusive, and sustainable communities with critical infrastructure to support growth. By permitting duplexes, triplexes, and fourplexes as-of-right in all residential zones across Toronto, the Multiplex Study removed barriers to enable the creation of the supply of low-rise housing.

POLICY PLANNING AND FRAMEWORK

Planning Act

Section 2 of the *Planning Act* establishes matters of provincial interest to which City Council shall have regard, in carrying out its planning responsibilities. These include: the orderly development of safe and healthy communities; the adequate provision of a full range of housing, including affordable housing; the promotion of development that is designed to be sustainable, to support public transit and to be oriented to pedestrians; and the appropriate location of growth and development.

Provincial Planning Statement, 2024

On October 20, 2024, the Provincial Planning Statement (PPS 2024) came into effect and combined the previous Provincial Policy Statement 2020 and the Growth Plan 2019 into a single policy document. All decisions of City Council in respect of the exercise of any authority that affects a planning matter shall be consistent with the Provincial Planning Statement 2024 and shall conform to provincial plans, including the Greenbelt Plan 2017 and others.

The PPS 2024 provides policy direction province-wide on land use planning and development and speaks to building homes while sustaining strong and competitive communities, making wise use of and managing resources, and protecting public health and safety. More specifically, the PPS includes policies that direct planning authorities to:

- provide for an appropriate range and mix of housing options and densities to meet projected requirements of current and future residents;
- promote densities for new housing which efficiently use land, resources, infrastructure and public service facilities, and support the use of active transportation; and
- support general intensification and redevelopment to support the achievement of complete communities.

Toronto Official Plan

The City of Toronto Official Plan (2006) is founded on a growth management strategy which steers more significant growth and change to some parts of the city, while generally directing more gradual change to other areas. *Neighbourhoods*, which comprise 35.4 percent of the city's land area, are described as "stable but not static", with some physical change expected over time. *Neighbourhoods* are primarily composed of low-density residential uses in low scale building types, including detached houses, semi-detached houses, duplexes, triplexes, fourplexes, various forms of townhouses, ancillary buildings like laneway and garden suites, interspersed with apartment buildings that are no higher than four storeys, or six storeys on Major Streets. Fiveplexes and sixplexes are additionally permitted in *Neighbourhoods* in Ward 23 in accordance with SASP 895.

The new Chapter 1 of the Toronto Official Plan sets out the City's shared priorities, vision and principles of reconciliation, access, equity, and inclusion. Section 1.2 of the Plan recognizes Toronto's growth in population and jobs, coupled with larger economic changes, places immense pressure on housing, making it difficult for residents to find, keep, and afford their homes. Taking a human rights-based approach to housing, the Plan encourages diverse housing choices that provide a full range of housing forms, tenure, and affordability for all residents.

A key objective of the Plan is to ensure that new development is sensitive, gradual and "fits" the existing physical character to respect and reinforce the general physical patterns in *Neighbourhoods*, which can be achieved through the multiplex housing form.

Official Plan Site and Area Specific Policy 826

As part of the city-wide multiplex permissions adopted by City Council in May 2023, Site and Area Specific Policy ("SASP") 826 permits multiplexes on properties designated as *Neighbourhoods* across the City. Refer to [SASP 826](#).

Zoning By-law 569-2013

The city-wide Zoning By-law 569-2013 applies to most of the City of Toronto. As some lands are not covered by Zoning By-law 569-2013, other relevant zoning by-laws from former municipalities are still in effect in some areas of the City. Chapter 10 of the city-wide Zoning By-law applies to all lands, uses, buildings and structures in the Residential Zone category.

In May 2023, [By-law 474-2023](#) ("Multiplex By-law") was adopted by City Council. This amendment included new permissions for multiplexes in all residential zones city-wide and applies the built form standards for detached houses to ensure a consistency of scale and fit within the existing neighbourhood context. Up to four dwelling units are permitted in detached houses, semi-detached houses and townhouses, including the conversion of those existing residential buildings to multiplexes, and new construction. Multiplexes city-wide may have maximum building heights of 10 metres (or greater where permitted), maximum building depths of 19 metres on certain lots, and are exempt from maximum floor space index ("FSI") requirements.

Chapter 900 of Zoning By-law 569-2013 includes site or area specific exceptions that regulate certain residential properties across the City. In many cases, these exceptions are more restrictive than the Multiplex By-law.

STUDY METHODOLOGY AND INPUTS

Multiplex Monitoring Program

As directed by City Council, City staff monitored the implementation and effectiveness of the Official Plan and Zoning By-law Amendments in facilitating multiplex development.

City Council's direction was to report on monitoring outcomes upon issuance of 200 building permits for multiplex buildings. This milestone was reached in November 2024, approximately 18 months after the city-wide permissions were adopted by City Council. Staff undertook a detailed review of 222 building permits, with a majority of permits being issued between May 2023 and July 2024. This included a detailed review of the permit plans for each building permit issued.

Within the same 18-month period, staff identified an additional 230 issued building permits, with most permits being issued within a later timeframe, between July 2024 and November 2024. While it was not feasible to review later permits to the same level of detail, the monitoring team also considered higher-level data related to an additional 230 building permits, for a total of 452 multiplex building permits. This approach enabled staff to compare trends from early-stage building permits with later building permits.

Monitoring Program Collaboration

This report has been prepared in collaboration with other City Divisions and external commenting agencies, including: Environment, Climate and Forestry; Toronto Building; Transportation Services; Engineering and Construction Services; Solid Waste Management Services; Toronto Water; Housing Secretariat; Parks and Recreation; Legal Services; Toronto District School Board; Toronto Catholic District School Board; City Policy (Community Services and Facilities), and others.

Coordination with Sixplex Study

The Sixplex Study evaluated the potential of permitting multiplexes with up to six dwelling units and with heights of up to four storeys in detached residential buildings on properties designated *Neighbourhoods* in the Official Plan city-wide as part of the City's commitments under the Federal Housing Accelerator Fund (HAF). The Chief Planner will report on the work undertaken, implementation challenges, and recommendations for Official Plan and Zoning By-law Amendments to the Planning and Housing Committee on June 12, 2025.

This report was developed in consultation with the Sixplex Study team which included the sharing of data and findings, ensuring that all recommendations were aligned and that future monitoring would be coordinated.

COMMUNITY CONSULTATION AND ENGAGEMENT

Community Consultation Meeting

A virtual city-wide consultation was held in the evening on April 8, 2025. 355 people registered, and 171 community members attended. Feedback from the consultation included:

- Concerns about the change in character from single family homes to a more populated neighbourhood;
- The importance for multiplex owners to consider impact on adjacent neighbours;

- Questions around infrastructure impacts, including waste collection, watermain and sanitary sewer connections, school capacity, emergency and community services;
- Questions around impacts to existing on-street parking capacity;
- Concerns with number of tree injury permits, and enforcement of proper tree protection procedures;
- Concerns around stormwater drainage in flood-prone areas;
- Concerns with privacy and overlook from multiplex buildings next to single story homes, in particular buildings with platform projections;
- Support for the monitoring program and initiative to increase housing opportunities, including multiplexes;
- Support for prohibiting reverse slope driveways;
- Support for prohibiting rooftop terraces from multiplexes;
- Comments about ensuring multiplexes support affordable housing options;
- Concerns with sun-shadow impacts of multiplex buildings on adjacent buildings;
- A request to create a multiplex pre-approved plans catalogue;
- Issues raised that the City conducts too many studies when making housing policy and zoning changes, which slows down the construction of EHON projects;
- Support for how the Multiplex by-law written, enabling as-of-right development, with some issues related to side yard setbacks;
- Request to require a minimum side yard setback of at least 0.9 metres or less on all residential home types; and
- Concerns that imposing a bedroom unit cap on multiplexes may jeopardize the viability of some projects.

Residents Associations Consultation Meetings

Four virtual consultation sessions were held with residents associations across the four Community Planning districts on March 24 and 25, 2025, respectively. Two morning sessions and two afternoon sessions were held.

Forty-six (46) participants attended the Etobicoke session, 29 participants attended the North York session, five participants attended the Scarborough session, and 12 participants attended the Toronto and East York session.

Generally, comments from the sessions are as follows:

- Concerns regarding Committee of Adjustment process not being transparent and hard to get enough public input;
- Interest in the opportunity to engage on site specific proposals instead of multiplexes being permitted as-of-right in the zoning by-law;
- Enforcement concerns regarding proper tree protection;
- Concerns regarding building inspections to ensure plans are built in accordance with Committee of Adjustment approvals or issued building permits;
- Concerns related to interpretation of secondary suites as duplexes, to avoid FSI limitations for very large homes;

- Sentiment that the multiplex built form permissions are too big, and that applicants will propose to build large;
- Concerns that neighbourhoods are going to change drastically with the addition of more dwelling units in buildings;
- Privacy and overlook concerns regarding permitted encroachments, including balconies;
- Anecdotal experience suggesting an increase in on-street parking in North York and Etobicoke;
- Concerns related to construction, noise, odour, dust, and proper construction management; and
- Concerns regarding garbage collection and too many bins visible to neighbouring properties.

Industry Workshop

A workshop was held on February 24, 2025, with developers, architects, planners, and other professionals that have experience delivering multiplex projects in the City of Toronto. Sixteen industry professionals attended the workshop. Staff provided an overview of the initial key findings of the issued building permit data and guided a facilitated discussion on topics of interest; including zoning successes and challenges, experiences with permits and approvals, parking and transportation, and financial feasibility.

Generally, comments from the session were as follows:

- There are some inconsistencies in by-law interpretation and review between staff and Divisions causing permit and construction delays.
- Permit and planning approvals are long and need to be harmonized with external agencies, delegated to staff, and assigned to a dedicated review team.
- The Floor Space Index relief, and height permissions have helped project feasibility, however greater height flexibility, removal of unit caps, and unit stacking or partial stacking, would improve design outcomes.
- Height and side yard setback requirements are the most difficult zoning provisions to comply with.
- Required minimum soft landscaping requirements are difficult to meet across all sites, and more flexibility is requested regarding what qualifies as soft landscaping.
- Parking is a user expectation based on price point and location, and the front yard parking pad application process causes challenges.
- Development Charges (“DC”) By-law impacts financial feasibility of a project, in particular DCs on a two- or three-bedroom unit, and does not currently align with the Canadian Mortgage and Housing Corporation (“CMHC”) financing programs that apply to projects with five units or more projects; and
- Explore DC exemptions that align with Bill 23 site plan control exemptions.

Missing Middle Roundtable

The Missing Middle Roundtable is made up of industry professionals and missing middle subject matter experts. The creation of this advisory group was directed by City

Council, and led by CreateTO, in consultation with City Planning. The intent of the roundtable was to discuss solutions for improving the delivery of middle missing housing for the Beaches East York Pilot Project and missing middle typologies across the city in general. Members of the Multiplex Monitoring Program attended the Missing Middle Roundtable on November 18, 2024.

Generally, comments suggested that the City should:

- Increase flexibility in building design and construction to address site-specific constraints and encourage modular construction;
- Amend the DC By-law to streamline multiplexes with laneway or garden suite delivery and harmonize with CMHC financing to improve financial feasibility.
- Encourage family-sized units through changes to the DC By-law;
- Amend visitor parking, bicycle storage, and waste collection requirements to allow for more efficient designs; and
- Improve coordination of technical review and requirements through building permit review.

KEY FINDINGS AND ASSESSMENTS

The review of building permits yielded extensive data to assess the implementation of Toronto's multiplex permissions. This report provides a summary of key trends from the detailed review of building permits (May 2023 – July 2024), and the high-level review of building permits (July 2024 and November 2024). A more comprehensive review of findings and data is provided in Attachment 4 to this report. All maps associated with the multiplex permits are provided in Attachments 6 to 19. Impact assessments from other City Divisions and external commenting agencies were conducted on the 222 issued permits, and in some cases the broader 452 permit set. This process helped formulate recommendations and draft this report and amendments.

Multiplex Permit Applications and Status

Between May 12, 2023, and November 4, 2024, the City received 750 building permit applications for multi-unit buildings (two to four units). Of those applications, 452 multiplex building permits were issued. One hundred and eight (24%) permits are closed, meaning the multiplex has been constructed with inspections completed.

Location (Attachment 4, Figure 10)

Multiplex permits have been issued across the entire city, in all Wards, with some wards having higher building permit activity than others. Generally, multiplex building permit activity is more frequently occurring within Toronto and East York District, and parts of Etobicoke York District.

The five most active wards for multiplex building permits are grouped in the western side of Toronto and East York District, with the most activity in Ward 9 (Davenport), followed by Ward 4 (Parkdale High Park), Ward 11 (Rosedale-University), Ward 5 (York South-Weston), and Ward 14 (Toronto-Danforth). 226 of the 452 total multiplex permits have been issued within those wards, representing 50 percent of all permits. The least

active wards are Ward 13 (Toronto Centre), Ward 16 (Don Valley West), Ward 22 (Scarborough-Agincourt), Ward 25 (Scarborough Rouge Park), and Ward 7 (Humber River-Black Creek), with the combined permits in these wards accounting for 12 (2.7%) multiplex permits.

Lower multiplex uptake in certain areas may be attributed to reasons such as market dynamics (rent yield and land values), distance from transit, on-street or off-street parking eligibility, or site constraints, among others.

Permit Type and Status (Attachment 4, Figures 4, 5, 6 and 7)

The review of building permits distinguishes between new construction and projects that represent constructing a multiplex via interior renovations, conversions, or building additions. Findings across all multiplex permits combined demonstrated a significantly higher frequency of “Small Residential” permits (74.5%) versus “New House” permits (25.4%). This supports some of the commentary received from industry stakeholders that interior renovations or constructing small additions to existing buildings is more viable. This is partly due to benefitting from preexisting building envelopes that otherwise may have been non-compliant under the zoning by-law as a new build. Renovation projects may also be more manageable, less complicated, and more affordable for a homeowner looking to add one or two units to their existing home.

Multiplex Type, Total Units and Net New Units (Attachment 4, Figures 1 and 12)

Across the city, the figure below demonstrates the mix of multiplexes seen within both review streams. This demonstrates a fairly even distribution of duplex, triplex, and fourplex typologies within all permits.

Total Multiplex Building Permits Issued		
Multiplex	May 2023 – July 2024 “Detailed Review”	July 2024 – November 2024 “High-level Review”
Duplex	71	111
Triplex	84	72
Fourplex	67	47
Total	222	230

Figure 1

City-wide, using the total combined permits, approximately 1,288 total residential units were proposed in the building permits issued for multiplexes. Of those, approximately 726 units are net new units. Additionally, some interest was seen where a multiplex permit was associated with a proposed or existing garden suite or laneway suite. The data demonstrates that multiplex development is occurring at a higher frequency than historical levels. Staff pulled building permit data on multi-unit buildings between 2020 and 2022, which showed approximately 112 permits were issued for 253 net new units. Therefore, net new units created or proposed within multiplexes has approximately tripled in the first 18 months since the introduction of the new multiplex permissions in 2023.

Unit Sizes and Bedroom Data (Attachment 4, Figures 15, and 16)

Part of the original testing for multiplex housing was to confirm if multiplexes could provide opportunities for seniors to age in place, support multigenerational living, or for families looking for larger units with multiple bedrooms in a low-rise form in neighbourhoods where community infrastructure exists. The Official Plan includes non-policy sidebar text which quantifies "large units" in the context of multiplex developments as two- and three-bedroom units. These units are designed to meet the needs of a range of household compositions.

The detailed review demonstrates multiplexes are providing large units and units with multiple bedrooms. Multiplexes had an average unit size of about 106 square metres (1140 square feet), which resulted in 65 percent of the 222 permits having two or three bedrooms plus per unit. Less than three percent of permits had between four bedrooms and six bedrooms per unit.

The City's Growing-Up Guidelines (2020) is a comprehensive set of guidelines for developments containing 20 or more units that includes recommended unit sizes, number of bedrooms, and bedroom sizes for families. On average, multiplexes are delivering unit sizes and bedroom sizes, that exceed the Growing-Up Guidelines, demonstrating this housing form can be an opportunity for a range of households looking for more space. As per the [2023 Development Pipeline](#), approximately 40 percent of all units in mid- and high-rise buildings are two- and three-bedroom plus units. In comparison, 65 percent of multiplexes reviewed in this report are two- and three-bedroom plus units.

Built Form (Attachment 4, Figures 18, 19, and 20)

Building permits for multiplexes generally demonstrate building heights that reflect the planned and existing context of the surrounding low-rise neighbourhood. The average height of a multiplex was under the 10-metre maximum permitted building height across most zones. Only one four-storey multiplex was seen in the building permit data. Increases to building height were sought at the Committee of Adjustment in the range of 0.2 metres to one-metre. It's notable however, that applicants did not frequently seek height variances – just 13.6 percent of the 22 minor variance applications for multiplexes requested a variance for building height.

Discussions with industry stakeholders suggest compliance with the Ontario Building Code (OBC) is a challenge in constructing four-storey multiplexes. Elevator requirements and other requirements associated with Part 3 of the OBC, are challenges for four-storey buildings both financially and for interior layouts.

Staff considered roof types and categorized projects as either a peak roof, flat roof, sloped roof, or a combination. The general trend of common roof types demonstrated peaked roofs as the most common. However, a general mix of roof types throughout the permit data was seen, demonstrating a variety of designs can be achieved in *Neighbourhoods*. Main wall height zoning regulations set out the maximum height for pairs of main walls as a tool encourage sloped roofs and moderate the bulk and

massing of built form of the upper parts of building. Main wall height variances accounted for 18 percent of the 22 minor variance applications.

Building length and depth provisions regulate how the length of a residential building relative to the front wall and relative to the required front setback, respectively. These regulations ensure that buildings are of an appropriate scale for residential areas, provide adequate light penetration to residential windows, preserve the centre of residential blocks as open space, and prevent undue impacts on the rear yard amenity of adjacent properties. Flexibility was built into the Multiplex By-law to allow for 19-metre building length and depth if the lot met certain depth and/or width criteria.

Based on the monitoring data, fourplexes tended to be slightly longer than duplexes and triplexes. However, on average, the building length and depth of a multiplex was less than the maximum permission of 17 metres.

Through consultation with residents and industry stakeholders, most parties agreed that the maximum building length and depth permissions are working and reasonable for multiplexes. Many industry stakeholders suggested 17 metres can provide good quality interior floor plans for multiplex bedrooms. Industry stakeholder feedback also suggested that where 19-metre building depth is permitted, the additional two metres supports the ability to provide larger family-oriented units on narrow and deep lots.

Staff compiled a photobook (Attachment 4) containing images of constructed multiplexes both prior to the multiplex by-law, and after the multiplex by-law approval. The photobook demonstrates the wide range of multiplexes that exist in *Neighbourhoods*, providing additional dwelling units while generally maintaining the scale and built form that is permitted in these areas.

Soft Landscaping

One component of the detailed review stream for the 222 multiplex permits set was reviewing for soft landscaping. Seven of the 222 permits had received minor variance approval for a soft landscaping reduction, suggesting the early permits did not need to amend soft landscaping requirements often. Applicants are to provide stats and a diagram of the proposed softscape/hardscape, which should be illustrated either on the site plan or a separate sketch for clarity. The Growing Space Report that was before Planning and Housing Committee on May 8, 2025, provides clarification to definitions and calculations of soft landscaping to achieve Official Plan objectives [2025.PH21.6](#).

Outdoor Space (Attachment 4, Figure 21)

The Multiplex By-law removed the maximum platform size regulations to ensure those living above the ground floor had access to private outdoor space opportunities. The data suggest that approximately two outdoor platforms per multiplex are common (porch, balcony, or deck). The use of the rooftop as private outdoor space was not seen across the reviewed building permits, although examples were brought to staff through Community Consultation, as referenced in the Comments section below.

Parking (Attachment 4, Figures 22, 23, 24, 25, and 26)

City Council adopted new zoning regulations for parking in 2021, removing minimum parking requirements for new residential development. This parking requirement allows the individual property owner to determine how much parking to provide on-site.

Current trends demonstrate the multiplex developments are providing parking. While the zoning by-law does not require a minimum parking rate, the data demonstrates that 67 percent of multiplex permits had between one and four parking spaces, and 32 percent of multiplex permits had zero parking spaces. Staff also tracked approved on-street and off-street parking permits associated with multiplex sites. The data did not show a substantial number of on-street or off-street parking permits. About 15 percent of the 222 permits reviewed in detail had off-site parking permit permissions, of which, some sites had two permits.

Staff mapped the parking data across the city and included an 800-metre radius to subway stations, GO stations, and light rail transit “LRT” stations (Attachment 16). The mapping exercise demonstrated the relationship between the multiplexes with no parking spaces (71 total sites) and existing or planned public transit infrastructure. Some sites with no parking spaces fall outside the 800-metre radius and are not located near a streetcar or rapid bus network. However, the majority of sites are located within 800 metres of these transit stations and others are often close to streetcar lines. The recent RapidTO announcement for potential priority bus lanes on Dufferin Street would provide additional transit support to an area where there is a higher frequency of multiplex permits.

This data set, and mapping exercise, demonstrates that multiplexes are often providing parking on private property, and when no parking is provided, those sites tend to be located close to transit infrastructure. The data shows a strong correlation between the location of the multiplex and proximity to transit, in particular when a multiplex is providing zero parking spaces on site.

Committee of Adjustment (“CofA”) (Attachment 4, Figures 29, 30, 31, 32, 33, 34, 35 and 36)

Building permit activity in the 222 building permits issued from May 2023 to July 2024 largely proceeded as-of-right under zoning permissions and reflected relatively few applications to CofA. Ten percent (22 multiplexes) of the 222 multiplex permits obtained minor variances, with the remaining 90 percent (200 multiplexes) proceeding to building permits after May 2023. The most common variances sought were to side yard setback and platform encroachments (often corresponding to the side yard setback reduction).

Staff conducted an additional review of all minor variance applications for a duplex, triplex, or fourplex between May 2023 and April 2025 to see if this trend continued through to later stages of multiplex implementation. This was not limited to 452 permits, but rather any application submitted to the CofA described as a “duplex, triplex, or fourplex.” A total of 290 minor variance applications for multiplexes were identified between May 2023 and April 2025. Of those applications, 13 percent were heard by the

CofA in 2023. The remaining 87 percent of applications were heard between 2024 and April 2025, demonstrating an increase in minor variance activity over time.

Seventy-two percent of all minor variance applications between May 2023 and April 2025, were approved, with 10 percent refused and the remaining 18 percent under review or deferred.

There have been occasions where a multiplex is subject to both the multiplex by-law and prevailing Chapter 900 Exceptions. Due to Chapter 900 Exceptions prevailing over the general multiplex performance standards where there is inconsistency or conflict between regulations, these have created some challenges, including interpretation issues and the need for minor variance applications to address non-compliance. Of the 290 applications, 40 (13.8%) were associated with area-specific exceptions found in Chapter 900 Exceptions of the Zoning by-law. Twenty-five were approved, five were refused, and 10 are under review or deferred.

The City is aware of about 20 applications for new semi-detached multiplexes seeking to construct five units or more between the two semi-detached buildings that went to the CofA. There are a few examples where one semi-detached building was demolished and rebuilt with a fourplex, totaling five or more units between the two buildings. The majority of these applications were in Toronto and East York and received approval.

Staff also heard during the consultations from applicants as well as from some residents, that there would be value in providing planning comments to the Committee of Adjustment for Minor Variance applications involving multiplexes. This is particularly relevant for multiplexes given the relatively recent nature of the multiplex zoning permissions, and the variation that exists across the city that will inevitably lead to the need for variances from time-to-time in order to permit this form of housing. Currently, staff will typically only provide comments on Minor Variance applications where there are concerns, or where particular conditions are being sought. Staff will consider the regular provision of planning comments at the Committee of Adjustment with respect to minor variance applications related to multiplexes as part of the ongoing monitoring program.

Permit Sequencing of Multiplexes and Garden Suites or Laneway Suites

Through the last two years of multiplex implementation, a permit sequencing issue has impacted projects looking to construct a fourplex plus garden suite or laneway suite. If an applicant applies for a fourplex and a laneway or garden suite at the same time, Development Charges and Parkland Levies will be required for each dwelling unit on the lot. Of the 222 issued permits, 17 (7.6%) fourplex permits had a garden suite or laneway suite associated with the permit. To ensure these fees are not charged across all five units on the lot, the applicant must separate the two permits, and close one out before starting the second permit. As well as impacts to Development Charges and Parkland Levies, this sequence issue creates uncertainty for applicants looking to obtain financing, such as the CHMC MLI Select program that applies to five or more units. This also extends the timeline of a project, which comes with associated risks and costs.

In consideration of this, staff are bringing forward a technical amendment to clarify the intent of the Development Charge By-law (Attachment 2), which will allow a fourplex and garden suite or laneway suite to be reviewed simultaneously without DCs and Parkland Levies being charged across all units.

Multiplex Rents and Sales Data (Attachment 4, Figure 2 and 3)

Based on information from online advertisements (e.g. Multiple Listing Service, Canadian Mortgage and Housing Corporation “CMHC”, Toronto Regional Real Estate Board “TRREB”), information provided by owners, builders and tenants, collected over the last two and a half years (2023 – 2025), multiplex units currently rent at an average of \$2.93 per square foot (refer to Figure 2), and the average resale value of a multiplex building is approximately \$562.38 per square foot (refer to Figure 3). When available, the square footage of the rental or sales listing was used. When square footage was not available, the average unit size from the Multiplex Monitoring Program data was used as a baseline. By comparison, according to TRREB (Q1 2025), average residential condominium rents in Toronto are \$2,424 for a one-bedroom and \$3,154 for a two-bedroom. According to the 2023 Development Pipeline, the average size of a condo was 710 square feet. Assuming a one-bedroom unit is 550 square feet, and two-bedroom unit is 710 square feet, this would equate to approximately \$4.44 average rent per square foot. Assuming the same average 710 square foot condo, with a resale price of \$689,198 (TRREB), the average price per square foot of a resale condo may be around \$969. On a per square foot basis, multiplex housing appears to be less expensive than the City of Toronto condo market.

Tenure

Multiplexes are most commonly rentals. However, there is a small subset of multiplexes (approximately 15 to 20) in the city that are divided into a plan of condominium. These condominium multiplexes are not limited to the 222 multiplex permits reviewed in detail and largely include historical multiplexes.

The first legislation to enable condominiums in Ontario pre-dates current multiplex development and likely did not intend to address this scale of development. The requirements of the *Condominium Act* present challenges to this form of development, and the costs and difficulty of pursuing these approvals may discourage development of this type. Previous feedback suggested that Ontario should look at the British Columbia strata model as an example of a more streamlined, easier process for small-scale condominiums.

Of the small subset of multiplex condominiums, most projects are either triplexes, or fourplexes, with some projects also including a laneway or garden suite. Based on feedback from industry stakeholders, the condominium process is costly and complicated. An applicant should expect to budget over \$80,000 to register a multiplex condominium, which may be financially challenging for projects of this scale.

Solid Waste Management

Based on the location of the 222 multiplex permits studied for this report, most fall under the City's D2 collection district. That area is defined as being densely populated with narrow roads and, as a result, is serviced by rear-pack trucks.

There are 66 closed permits, of which two were new customers. Often, the number of units proposed for the site determined the solid waste upgrades. In the case of duplexes, existing bins were exchanged with larger bins and, and in the case of triplexes and fourplexes, additional bins were ordered. The number of service requests generated from these projects is not a concern to Solid Waste Management Services.

A concern raised by residents was that garbage bins will become too visible from neighbouring properties or from the public street. Apartment buildings are required to provide internalized garbage collection rooms, while single unit to four-unit buildings are not. The building permit drawings reviewed by staff did not commonly show a dedicated garbage collection area. At times, external garbage collection was shown within a dedicated structure, and garages were also options for garbage collection. Based on permit data, internalizing garbage collection within a building, or having a dedicated garbage enclosure is feasible across most lots. If improper garbage storage is occurring at a site, a complaint can be filed with 311.

It should be noted that an increase in bins due to more units on a single lot increases the number of bins out on collection day, potentially causing crowding along sidewalks, and slowing down collection vehicles as it increases the time of individual stops along a given street. This can have a negative impact in denser areas of the city, such as slower collection and increased traffic impacts. Current levels of multiplex building permit activity do not present concerns at this time.

Tree Protection and Growing Spaces

Section 3.4 of the Official Plan on the Natural Environment recognizes the urban forest as essential to Toronto's character and climate resiliency and its success as a strong and competitive economy. The original multiplex study recognized that the city is facing two critical challenges in the natural environment; biodiversity loss and climate change. The multiplex Official Plan Amendment ensured addressing sustainable building methods and tree preservation was incorporated. As one way to prioritize the preservation of existing trees and growing space, the policies recognize that further variances to the zoning by-law may be granted if an existing tree is preserved due to design changes.

The Growing Space Report that was before Planning and Housing Committee on May 8, 2025, identifies proposed Official Plan and City-wide Zoning By-law amendments for consultation in response to Council direction to report on strategies to protect and enhance the city's tree canopy while also supporting infill housing. A final report back with recommended policy and zoning changes is proposed for the fourth quarter of 2025.

Urban Forestry staff continue to monitor the impacts to tree canopies resulting from multiplex development approvals. As of April 4, 2025, Urban Forestry's findings demonstrate that 52 of 222 sites (23%) included a submission of construction-related tree permit applications requesting tree injury and/or removal. Specifically, of the 222 multiplex development sites, 41 (18%), resulted in approved construction-related permits for tree impacts. This includes sites that have submitted two permits at one location. Of the 41 sites with approved tree permit applications, 47 tree removals and 49 tree injuries were authorized (alongside compensation being secured). The remaining permit applications still awaiting issuance are due to applications still being reviewed or revised, withdrawn, or refused. (Refer to Attachment 4, Figures 27, and 28) Of the 23 minor variance applications for the 222 multiplex building permits, 10 minor variances were approved with the condition for an applicant to submit a tree injury or removal application.

Urban Forestry reported on [IE14.12](#) at the May 28, 2024 Infrastructure and Environment Committee meeting that a total of 24,207 trees were granted tree removal permits during a 20-month period. The total required compensation associated with these permits were 38,199 in replacement plantings. Multiplex-related tree removals therefore represent a very small percentage of all permitted tree removals. Through Urban Forestry's review of tree impacts across all EHON initiatives, 7.6 percent of building permit applications resulted in a permit for tree impacts.

While the multiplex monitoring program was done comprehensively, and covered a wide range of considerations, there are constraints to determining whether tree removal or injury is directly caused by multiplex construction. Other on-site works such as ancillary buildings and structures or landscaping may also result in tree removal or injury.

Further, there are limitations to the monitoring program which does not account for outcomes to unregulated trees and loss of potential planting space unrelated to tree permitting. Despite this, the monitoring of multiplex-related tree permitting outcomes is still considered beneficial for assessing overall tree canopy impact. Urban Forestry staff will continue to work with their colleagues in Toronto Building and City Planning to improve monitoring efforts.

Community Services and Facilities

Using the combined data set from May 2023 to November 2024, the 452 total permits resulted in 1288 units, and 726 net new units, of multiplex housing. Overall, the current impact of the 452 total combined issued permits for multiplex housing is quite small and staff do not have concerns regarding impacts on community services and facilities.

Given there is a higher frequency of multiplexes located in Ward 9, staff did conduct a Ward specific review of existing social facilities. Staff assessed the number of anticipated units against the Ward 9 Profile (2024), and Bloor Perth-Sterling Community Services and Facilities Study (2020). Based on the Ward Profile priority rankings for early years childcare spaces, Ward 9 is listed as medium priority with 30 to 39 percent of children ages 0-4 years of age served. There are five public libraries that serve the Study Area: Bloor/Gladstone which is a District Library and College/Shaw Library,

Davenport Library, Dufferin/St. Clair Library and Perth Dupont Library all of which are Neighbourhood Libraries. There are 38 human service agencies located in the general area of Ward 9 permits. Where some clustering is occurring, staff do not have concerns regarding impacts to existing community services and facilities.

Toronto Hydro

Staff sought input from Toronto Hydro on its experiences connecting multiplexes to its system, and to understand how existing processes can be improved. Toronto Hydro's experience has been that transformer needs are being overlooked until late in the permit process. When customers reach out to Toronto Hydro later in the project cycle, they may discover that their project has not accounted for the space needed for a transformer, which leads to delays if the building permit process needs to be revisited. It is important for anyone constructing multiplexes to engage Toronto Hydro as early as possible to ensure safe, practical, and viable solutions for powering their development. This is particularly important for projects with a fourplex plus a laneway or garden suite on the same lot, fiveplexes, and sixplexes. Therefore, early engagement by project proponents with Toronto Hydro is recommended.

A typical single-family home generally requires a 100-amp service, depending on its size and electrical needs. However, as electricity demand increases – due to the addition of multiple units being accommodated on a lot, EV chargers, electric heat pumps, or other power intensive features – 200-amp or even 400-amp service may be required.

Today, most multiplex buildings (up to four units) are served by either 200- or 400-amp connections. While 200-amp services can be delivered via either overhead or underground, depending on the available hydro infrastructure in the area, 400-amp services are currently delivered through underground connections only. Toronto Hydro expects most multiplex developments with four units to require 400-amp service, which means that multiplex developers do not need to account for dedicated transformers and associated cost and clearance requirements.

For loads exceeding 400 amp (e.g., 600 amp and higher), typically found in large customer homes with significant electrical demand, a dedicated transformer on private property is usually required. Toronto Hydro's standard utility transformers and infrastructure within the public road allowance are currently not designed to support loads of that size. The specific conditions that require transformation on private property are outlined in Toronto Hydro's Conditions of Service.

Adequate vertical and horizontal clearances from buildings, other structures and vegetation must be maintained relative to Toronto Hydro's overhead and underground infrastructure. Toronto Hydro's electrical infrastructure clearance guides can be found here: <https://www.torontohydro.com/contractors-and-developers/clearance-guides>

In addition to transformer clearance requirements, Toronto Hydro's residential metering standards require a one-metre accessible clearance. This requirement can limit the potential for side or rear yard hydro meters on properties where existing buildings are

near a side lot line and the necessary clearance cannot be accommodated. This clearance requirement leads to hydro meters in the front yard and attached to front main walls.

Infrastructure and Servicing

Because of their smaller scale, multiplexes are not subject to the same review process as larger development projects that require rezoning and/or Site Plan Control, which are generally required to submit a Functional Servicing Report. Functional Servicing Reports evaluate capacity of the city's existing sewer and water systems and determine if there is adequate system capacity to support the proposed use. The cost and time to undertake such a report would be very significant relative to the scale of multiplex development; however, the strain on city infrastructure is still an important consideration, particularly in the context of cumulative impact. While today a building permit application will be reviewed for service connections (i.e. whether there is a sewer for the building to connect to), the Ontario Building Code Act does not require building permit applications to be reviewed for servicing capacity for the proposed use.

The monitoring program engaged Toronto Water to review capacity, geography (i.e. clustering of multiplex projects in particular areas), and whether the scale of multiplex implementation was a cause for concern. The Sixplex Study also engaged Toronto Water to provide feedback on the proposal to permit five- and sixplexes city-wide. The Multiplex Monitoring Program found that although individual multiplexes contribute only incremental flow to the sewer system, some locations may contribute to capacity constraints during wet weather flow, which would make the existing constraints to adequate sewer capacity worse. The current trends of multiplex data show some clustering in Ward 9, Ward 4, and Ward 5. Continued clustering trends, particularly of projects with more than three units per building, may, in the longer term, measurably exacerbate negative impacts experienced.

Addressing sewer capacity constraints generally requires modifications to the system through capital infrastructure upgrades. Staff from Development and Growth Services service area and Infrastructure Services service area will continue to work together to align plans for capital investment in infrastructure with the City's housing priorities. This means that areas that experience incremental intensification through missing middle housing types will be considered within capital planning. The city is undertaking sewer upgrades in connection with the Basement Flooding Protection Program. At its meeting on April 23 and 24, 2025, City Council considered Item IE20.7 and the report titled "Basement Flooding Protection Program Status Update" from the General Manager, Toronto Water, dated March 26, 2025. The Basement Flooding Status Report can be found here: <https://secure.toronto.ca/council/agenda-item.do?item=2025.IE20.7>. As set out in the report, the amount of capital construction is considerable. Specific to the sanitary sewer system upgrades, approximately 310 projects were identified throughout the city, at an estimated capital cost over \$1.3 billion. In addition, approximately 50 BFPP projects that increase the capacity of the combined sewer system have been identified throughout the city, with an estimated capital cost over \$6.4 billion.

An important consideration for residential infill applications is basement flooding. Although there is typically sufficient capacity for dry weather flows (sewage contributions from toilets, sinks and other contributions on a dry day), sewer system capacity can be exceeded when it rains (wet weather flow). Additional density contributes additional flows that may increase the risk of basement flooding. Although multiplexes introduce relatively minor flows, increased density can be a factor in certain locations, with increased density representing increased risk, particularly in sewersheds where there are a number of such developments. Regulatory obligations include compliance with requirements to reliably maintain, operate, and replace the sewer and/or water assets per municipal standards, design criteria, licences, permits, certificates, and approvals, under the Ontario Water Resources Act and Safe Drinking Water Act. Also, the city's Wet Weather Flow Management Guidelines set out water balance targets.

In the areas of the city with a combined sewer system, an additional consideration is the risk of increased combined sewer overflows. If offsets are not identified to remove stormwater from entering the combined sewer system, increased sewer flows into the combined sewer system may result in increased downstream risk of combined sewers overflowing to the environment. Combined sewer overflows are regulated through the Ontario Water Resources Act and the Environmental Protection Act and are subject to MECP Procedure F-5-5.

The impact of greater building footprint or other design features that could reduce permeable surface area has not been assessed. The reduction of permeable area can lead to less rain infiltration and therefore greater runoff, which could increase loading on the storm system.

COMMENTS

Recommended Zoning By-law Amendments

The proposed amendments assist in the effectiveness of multiplex implementation by clarifying interpretation zoning issues, removing unintended site and area specific restrictions for multiplexes, addressing gaps in the original multiplex by-law, and resolving issues identified through the ongoing monitoring. In addition, the recommendations inform the city-wide study for up to six units in detached houses under the Housing Accelerator Fund (HAF).

The recommended amendments are:

- Introduction of new “detached houseplex” and “semi-detached houseplex” defined terms, to move towards form-based zoning definitions and allow conversions between two and four units, including permissions for newly constructed semi-detached multiplexes;
- A maximum number of bedrooms per building, to distinguish between multiplexes and multi-tenant houses while providing flexibility and enabling family sized units;
- Regulations clarifying that reverse slope driveways are not permitted in multiplexes, consistent with all low-rise residential buildings;

- An interim approach to address restrictive Chapter 900 exceptions; and
- Zoning permissions for utility infrastructure on private property.

The amendments are consistent with the PPS 2024 and advance the intent of the Official Plan and original zoning by-law amendment related to multiplex permissions in *Neighbourhoods* as detailed below.

Form Based Multiplex Definitions

The recommended Zoning By-law Amendment introduces two new residential building types in all low-rise residential zones: 1) “Detached Houseplex” and 2) “Semi-detached Houseplex.”

A detached houseplex is defined as “a detached building on a single lot, containing multiple dwelling units up to four, configured with at least one dwelling unit partially above another dwelling unit.” A semi-detached houseplex is defined as “a building erected on two lots, with each half separated by party walls and situated on its own lot; each half will contain multiple dwelling units up to four, configured with at least one dwelling unit partially above another dwelling unit”.

The new residential building types are defined based on the external features of the building, specifically if a residential building is detached or semi-detached, and groups together the various multiplex building types (duplex, triplex, fourplex). In the case of Ward 23, a detached houseplex may contain up to six units. By definition, the new residential building types will permit conversions between two and four units (up to six units in the case of Ward 23) seamlessly. This form-based approach addresses the evolving landscape for multiplex development, that has shifted from just conversions of existing buildings to include proposals for new purpose-built multiplexes. The form-based definitions allow for new purpose-built multiplexes in both detached and semi-detached forms, gradually and sensitively fitting into residential neighbourhoods.

Both a detached houseplex and semi-detached houseplex will include the existing residential building types of duplex, triplex, and fourplex, as such multiplex-to-multiplex conversions within a houseplex will be permitted by definition and do not require additional regulations. Each low-rise residential zone will be amended to permit detached houseplex and semi-detached houseplex, thereby enabling the construction of new semi-detached multiplexes. For clarity, a townhouse is not considered a detached or semi-detached houseplex. A townhouse is defined as at least three dwelling units, side-by-side with no overlap. These changes will not affect the regulations that currently permit a portion of an existing townhouse to be converted to contain up to four units on each lot.

New Construction Semi-Detached Multiplexes

The new definition “semi-detached houseplex” would enable the construction of new semi-detached houses that include up to four units on each side with the existing multiplex performance standards.

The existing multiplex zoning regulations allow the conversion of both sides of an existing semi-detached house to have up to four units on each side (for a total of eight units) and still be considered a lawfully existing semi-detached house with the associated performance standards. The zoning regulations do not currently permit a new construction semi-detached house to be built with up to four units on each side (for a total of eight units), and these are interpreted to be an apartment building (i.e. defined as five or more units) and required to comply with the performance standards of an apartment building which include more restrictive regulations than multiplexes, and are not permitted in some residential zones. Some examples of new semi-detached multiplexes with five or more units between the two semis were seen in the last two years, mainly in Toronto and East York.

An existing semi-detached house converted to contain up to four units on each side (for a total of eight units) and a new construction semi-detached house containing the same number of units, have the same built form functionally and aesthetically. A new construction semi-detached house containing multiple units on each side, will not create any additional impacts beyond those of an existing semi-detached house converted to contain multiple units on each side. As such, staff recommend new construction semi-detached houses to be permitted to contain up to four units on each side, subject to the associated performance standards for multiplexes.

Chapter 900 Exceptions

The original multiplex zoning by-law amendment included regulations to clarify that duplexes, triplexes and fourplexes are permitted despite any restrictions in Chapter 900 Exceptions of Zoning By-law 569-2013. It was also recognized through the original study, that additional work would be needed to address performance standards in Chapter 900 that might create barriers to the construction of multiplexes.

Work is ongoing to review Chapter 900 Exceptions, and to amend Zoning By-law 569-2013 to revise or delete site-specific provisions or prevailing by-laws in Chapter 900 to further simplify and harmonize building type permissions and performance standards and eliminate potential interpretation issues. Due to the level of detailed review required, and the high number of Chapter 900 exceptions that need to be considered, an interim approach is proposed until the review is completed.

The recommended Zoning by-law Amendment in Attachment 1, includes interim provisions to provide clear direction in the following scenarios:

1. Where a Chapter 900 Exception has lot requirements for a detached house, such as lot area or lot frontage, then any proposed detached houseplex (duplex, triplex, or fourplex) will use the Exception's detached house standards. Similarly, a proposed semi-detached houseplex would use the Exception's semi-detached house standards.
2. Where a Chapter 900 Exception has principal building requirements for a detached house, such as building setbacks, then any proposed detached houseplex (duplex, triplex, or fourplex) will use the Exception's detached house

standards. Similarly, a proposed semi-detached houseplex would use the Exception's semi-detached house standards.

3. Despite scenario (2) above, for certain regulations relating to height, building length, building depth, floor area and balconies, multiplex-specific standards in Chapter 10 that are less restrictive than those in a Chapter 900 Exception would prevail in case of conflict. This override clause does not apply to lot requirements (lot frontage, lot depth, and lot area) and setbacks to ensure that the general lot fabric, and massing and location of multiplexes fits within their neighbourhood context. The override clause is unnecessary for regulations relating to finer-grain details of the building envelope (e.g. pedestrian entrance elevation, dormer widths) where few if any conflicts between Chapter 900 and Chapter 10 regulations are expected.

The interim provisions provide a balanced approach which recognizes and builds upon the unique lot and built form fabric established in specific residential areas, while removing barriers to achieve a consistent city-wide application of standards for multiplex development. This approach is recommended while the detailed Chapter 900 review is ongoing.

Maximum Number of Bedrooms Per Multiplex

During the monitoring review, concerns were raised by residents and Councillors about multiplexes designed with a high number of bedrooms and limited common space that may be more typical of multi-tenant houses. In consultation with Toronto Buildings, staff have seen some building permit applications with upwards of eight to nine bedrooms within one unit of a multiplex, and an additional seven bedrooms within another unit, with one small kitchen. These examples have also tended to have smaller shared living spaces such as dining rooms and living rooms than what would be expected for a dwelling unit designed to accommodate a large household, and is much more typical of the layout of a multi-tenant house.

A multi-tenant house (MTH), commonly known as a rooming house, is a building where four or more rooms are rented out to separate people, who may share the kitchen and/or washroom but they do not live together as a single housekeeping unit. MTHs have regulatory oversight through both zoning and licensing requirements intended to protect tenant life safety, and ensure they are liveable and well-maintained. The issue identified through monitoring entails multiplex buildings being configured potentially for use as multiple multi-tenant houses, each with a high number of dwelling rooms, without obtaining the required license and potentially not in compliance with zoning.

To address this issue, the recommended zoning by-law amendment in Attachment 1, limits the overall number of bedrooms permitted across all dwelling units in a multiplex building. The recommended zoning by-law amendment includes a definition for bedroom: "a room in a dwelling unit containing a window or alternative source of natural light, primarily used or designed for use for sleeping. A dwelling room in a multi-tenant house is not a bedroom." The definition of bedroom will allow City staff in both approvals

and by-law enforcement to effectively interpret and apply the permitted maximum number of bedroom regulations. These regulations are summarized as follows:

- For a detached houseplex or semi-detached houseplex containing two dwelling units (i.e. a duplex), the maximum number of bedrooms is eight. This could be achieved in a variety of combinations such as two per unit, three in one unit and five in the second unit, etc.
- For a detached houseplex containing three or more dwelling units, the maximum number of bedrooms would be three times the number of units. In the case of a houseplex containing four dwelling units, a maximum of 12 bedrooms would be permitted within the building. The limit on bedrooms applies to the entire building, providing flexibility for unit configuration. In this example, the fourplex could have three bedrooms in each unit, or the first and second unit could have four bedrooms each, and a third unit with three bedrooms and its final unit with only one bedroom. Other configurations would also be permitted, provided that the total number of bedrooms in the multiplex building does not exceed the permitted maximum.
- For a semi-detached houseplex containing three or more dwelling units, the maximum number of bedrooms would be three times the number of units. For example, a semi-detached houseplex containing four dwelling units can have a maximum of 12 bedrooms. For clarity, each of the two semi-detached houseplexes will separately calculate their own maximum number of bedrooms. For example, a building contains “semi-detached houseplex A” on one side, and “semi-detached houseplex B” on the other side. “Semi-detached houseplex A” has 2 dwelling units and thus may have a maximum of eight bedrooms, while “semi-detached houseplex B” has three dwelling units and thus may have a maximum of 9 bedrooms. Like the detached houseplex, a semi-detached houseplex has the same flexibility in the allocation of bedrooms under the maximum total bedroom limit.

The proposed maximum number of bedrooms is grounded in the analysis of the 222 multiplex building permits, both in terms of number of bedrooms per building type and number of bedrooms per unit. The analysis indicated the average number of bedrooms in a multiplex (up to four units) as six (refer to Figure 16), and less than three percent of all permits had four to six bedrooms per unit.

Regulating the maximum number of bedrooms is an approach that balances a need for flexibility in facilitating housing options that meet the needs of families and other large households, while ensuring greater clarity on the differences between a multiplex and multi-tenant house.

Multiplex Conversion Regulations

Provisions to allow a multiplex to convert to another multiplex (i.e. duplex to a triplex, duplex to a fourplex, or triplex to a fourplex) were not included in the Multiplex By-law by error. For clarification, and to ensure the by-law accurately reflects the intended

permissions, the recommended zoning by-law amendment in Attachment 1 includes new definitions for detached houseplex and semi-detached houseplex which permits multiplex-to-multiplex conversions.

Prohibiting Reverse Slope Driveways

Following implementation of the approved Multiplex By-law from 2023, staff identified that multiplexes were not prohibited from constructing reverse slope driveways. Currently, reverse slope driveways that lead to a detached house, semi-detached house, or individual townhouse unit, are not permitted in the city-wide Zoning By-law 569-2013 and are discouraged under the Official Plan due to such features not respecting or reinforcing the prevailing physical character of established *Neighbourhoods*. The zoning amendment in Attachment 1, includes a provision to prohibit reverse slope driveways that lead to multiplexes; this change applies a consistent approach to the configuration of driveways in all low-rise residential building types.

City staff did not come across a specific example within the 222 reviewed permits that included a reverse slope driveway.

Utility Infrastructure

Currently, city-wide Zoning By-law 569-2013 does not permit ancillary buildings or structures in the front yard, which includes hydro transformer infrastructure or front yard hydro metering. Toronto Hydro has advised City Planning that the electrification requirements for multiplexes, particularly when five units or more are on a lot, will likely require additional infrastructure on-site. The proposed Zoning By-law Amendment introduces as-of-right permissions for the residential zone category to permit hydro structures in the front yard as follows:

- permitting a front yard hydro transformer and associated pad;
- excluding the area occupied by hydro infrastructure from soft landscaping requirements; and
- allowing necessary utility metering equipment to encroach up to 0.6 metres into any required yard setback.

Clarification on Rooftop Terraces

Through monitoring and consultation, some examples of large rooftop terraces associated with multiplexes were identified. Concerns were raised regarding issues related to privacy, noise, and additional massing for roof access stairs or elevators. While the original multiplex by-law removed the floor area maximums for a projecting platform from a main wall, permissions for rooftop private outdoor space, including large roof top terraces, was not an intended private outdoor space outcome.

Staff reviewed the current zoning permissions for rooftop private outdoor space permissions. Staff confirm that the use of a rooftop for private outdoor space (and necessary height projections to access such uses on a rooftop), is not currently permitted for residential building types, excluding apartment buildings. Private outdoor space can be accommodated via balconies and platforms associated with individual

units, as facilitated by the original multiplex by-law. Additional private outdoor space may also be provided at grade in a rear yard or side yard depending on specific lot configurations. These types of private outdoor spaces were envisioned by the original multiplex study, which do not present the same noise and privacy issues as large rooftop terraces. Staff do not recommend revising the zoning by-law in this regard, although as a part of the continued monitoring process, staff will continue to review the needs for outdoor amenity space within multiplex residential building types.

Technical Amendment to Municipal Code Chapter 415

The proposed technical amendment to Municipal Code Chapter 415, Section 415-6 A(2) found in Attachment 2, clarifies the language regarding the development charge exemption for up to four residential units on a single parcel of land, including when an ancillary garden suite or laneway suite is developed concurrently. This amendment to Article I of Chapter 415 of the Municipal Code clarifies that the laneway or garden suites secured under a DC Deferral for Ancillary Dwelling Units Agreement with the City does not count toward the 4 unit cap under section 415-6 A (2). This would streamline a process whereby proponents were required to close their building permit on the main structure and then apply for a garden or laneway suite pursuant to the DC Deferral program for these laneway and garden suites.

Affordability and Enabling New Rental Housing Supply

The EHON initiative is primarily a market housing initiative, focusing on the expansion of mostly rental housing options, in a range of formats, within the City's neighbourhoods. EHON initiatives represent one portion of the City's Housing Action Plan, which also includes a range of efforts to address housing access and affordability in Toronto.

While the multiplex initiatives are not intended to directly create affordable rental housing, they will facilitate the development of housing forms available to a wider spectrum of incomes and household compositions at various life stages, compared to the existing housing stock in many low-rise communities. Households without the means to purchase or rent a full single-detached home may still be able to access a smaller unit within the same neighbourhood. Multiplex units could also support intergenerational living, with for example, a separate unit created to support aging in place or extended families.

There are various City, provincial, federal programs available to support the creation of affordable housing in partnership with non-profit and private sector proponents. For example, through "EX18.2 - Build More Homes: Expanding Incentives for Purpose Built Rental Housing" report, Council adopted amendments to eligibility criteria of the Rental Housing Supply Program ("RHSP") that will support EHON and other small-scale projects with 10 units or less by removing the eligibility requirement related to the minimum percentage of affordable rental homes required to receive City incentives. The RHSP program applies to developments providing 10 or fewer new rental units. To qualify, any of the units within the multiplex would have to provide rents at the RHSP affordable rent (income-based definition) for at least 40 years. Doing so would make the multiplex development eligible for a wide range of incentives including waiving fees for planning applications and building permits, parkland levies, and exempting the

development from development charges, Community Benefit Charges (CBCs), and property taxes for the duration of affordability. If the owner/developer chose to offer any of the units in a multiplex as affordable for 40 years, they could apply to the City through a rolling call for applications process, and based on eligibility, the owner/developer can benefit from these incentives. Affordability would be secured through a Contribution Agreement with a charge registered on title. This responds to previous City Council direction to City Planning and Housing Secretariat, to report to Council Council on the feasibility of a program that incentivizes owners of multiplexes to make one of the four units affordable to rent or purchase.

Impact on Property Values

City Planning staff conducted a literature review on the effects of upzoning single-unit residential homes on property values through the Sixplex Study. The City also retained N. Barry Lyon Consultants Limited (“NBLC”) to assess the potential impacts of upzoning permissions for a single-unit residential home to a four-unit building, and up to a six-unit building. NBLC considered impacts on property values, affordability levels of existing housing stock (both for purchase and for rent), risk of speculative real estate investment activity, and differences in impact between fourplex and sixplex permissions. In addition, they considered potential impacts on the geographic scope of the area subject to multiplex permissions.

The City’s literature review findings are generally consistent with NBLC’s findings. General findings include that upzoning reforms are effective at increasing housing supply and have minimal impacts on property values which are also impacted by other market-dependent factors and the nature of the upzoning. Moreover, as more units are added to the market over time, the expectation is that prices will decrease.

For more information on the NBLC findings, refer to the Sixplex Study – Final Report (Housing Accelerator Fund: Expanding Permissions in Neighbourhoods for Sixplexes Citywide – Final Report).

FUTURE WORK AND OTHER CONSIDERATIONS

Ontario Regulation 462/24 regarding “ADDITIONAL RESIDENTIAL UNITS” (ARUs)

On November 20, 2024, the Province filed Ontario Regulation 462/24 regarding “ADDITIONAL RESIDENTIAL UNITS” (ARUs), made under the *Planning Act*. The Regulation applies to the creation of an additional residential unit in buildings that would result in a maximum of three residential units on a lot, including the additional residential unit(s).

Ontario Regulation 462/24 came into force on the same day it was issued and affects the following zoning performance standards for additional residential units where it applies: required angular planes, minimum separation distances, maximum lot coverage, maximum floor space index and minimum lot area. Because the Regulation was applicable immediately, City staff developed a coordinated approach to interpretation and implementation of the Regulation.

City staff reviewed Ontario Regulation 462/24 for impacts on the permissions in city-wide Zoning By-law 569-2013. While most of the impacts of the Regulation affect performance standards for laneway suites and garden suites, multiplexes of up to three units are also potentially impacted. The City Planning Division webpage ([EHON](#)) provides a breakdown of the new regulations.

Given that the provincial regulation has the greatest potential impact on garden suites, staff intend to bring forward zoning by-law amendments to ensure alignment with the Regulation and to provide clarity for implementation as part of the Garden Suite Monitoring Program which is scheduled to be at Planning and Housing Committee in July 2025. This recommended amendment will also address zoning consistency with the provincial regulation for multiplexes and laneway suites, and whether the regulations should be extended to more than three units on a lot. In the meantime, Ontario Regulation 462/24 should be read together with the Zoning By-law.

National Design Catalogue

The Federal Government is developing a [Housing Design Catalogue](#), as part of Canada's Housing Plan. The Catalogue will include seven standardized housing designs such as floor plans and renderings, for townhouses, fourplexes, sixplexes and ancillary dwelling units. The intent of the designs will be to provide adaptable options for homeowners and builders to make a range of housing more affordable and attainable. The designs are being developed by local teams of architects and engineers to align with regional building codes, planning rules, climate zones, construction methods and materials.

Simplified plans are currently available to the public. As of the date of this report, detailed architectural plans are still under review but are expected to be available starting in Spring 2025. The two fourplex designs available for Ontario include building depths and heights which align with the current multiplex zoning permissions, and with what the monitoring program indicates is being constructed. While zoning and OBC compliance will still be required, the plans could facilitate missing middle housing, including multiplexes, through potential cost and time savings.

City Staff are working to facilitate the use of the National Design Catalogue in the city of Toronto by designers, builders and property owners, once the architectural drawings are publicly available. As applicants will still need to verify zoning compliance, staff are working to ensure that the zoning and building permit application review processes are streamlined in order to provide the City approvals quickly.

Condominium Process

The Development Review Division has implemented a new Condominium Application Review Process to categorize applications into two review streams depending on the complexity. Although a small-scale building might have fewer residential units than a mid-rise or high-rise building, the complexity of a condominium application for an as-of-right building that has not been subject to site plan control can present challenges. For example, establishing easements and site organization comments typically happen in other planning applications like Zoning By-law Amendments or Site Plan Control.

Further review of the condominium process, particularly for small-scale projects, such as multiplexes with or without a garden suite or laneway suite, should continue through the next stage of the monitoring process.

Building Code

In response to City Council direction ([PH14.7](#)), Toronto Building is engaging with industry stakeholders to identify further opportunities to address Building Code-related challenges that may be impeding the design and construction of “missing middle” housing beyond land use planning policy, while addressing safety considerations for both building occupants and first responders. Toronto Building will be reporting back to the Planning and Housing Committee with recommendations later this year.

Financial Feasibility

As discussed previously by the earlier multiplex studies, financial feasibility and an identified need for financial incentives impact the viability of multiplex projects. For a real estate development project to proceed, developers must consider multiple factors such as market dynamics, planning and permit application fees, construction timelines, market demand and investment risks when redeveloping a property. There must be demand, and the required financial investment must be economically viable.

A consistent observation from the previous study work, including the Ward 23 Sixplex Study, was that financial incentives are key to enable the development of multiplexes. Refer to the Feasibility section of the Ward 23 Sixplex Study report [here](#) for more information. for more information.

The monitoring team received feasibility feedback from industry professionals on different multiplex scenarios that occur in the city. The focus was on duplex, triplex, and fourplex construction of two- or three-bedroom units, generating comparable rents to data seen in the rental research section of this report. In many scenarios of the proforma (financial analysis) for a multiplex project, the generated Net Annual Income (Annual Net Operating Income minus Annual Debt Servicing Costs) and Cash-on-Cash Return (A ratio between the net annual income and the principal investment in the property) for a multiplex property comes out negative.

However, often the largest variable -- cost of land -- may bring a project to positive annual returns if the existing mortgage is paid off or almost paid off, and there is no land acquisition involved (i.e. the land is already owned). An additional consideration that may yield a positive return on investment is a fourplex plus laneway suite or garden suite (i.e. 4 + 1). This model of housing would see up to five units on a lot and can qualify for CHMC certain financing options that only apply to five units or more.

Further to this, the City’s literature review findings, and the NBLC’s findings, generally show that upzoning reforms are effective at increasing housing supply and have minimal impacts on property values which are also impacted by other market-dependent factors and the nature of the upzoning. Moreover, as more units are added to the market over time, the expectation is that prices will decrease.

Municipal Fees and Charges

Multiplexes, whether newly built or converted from an existing structure, may be subject to municipal fees and charges such as municipal and education development charges (DCs), parkland dedication requirements, and planning and permit application fees. Multiplex proposals requiring minor variances are subject to fees associated with Committee of Adjustment applications, and multiplex development intended to be a condominium is subject to fees associated with draft plan of condominium applications. These fees are regularly reviewed, and in some cases have been adjusted to support the City's housing objectives. Current City Council approved exemptions to DCs and parkland levies for multiplex housing include:

- Effective August 15, 2022, the Development Charges By-law provides a development charge exemption for the second, third, and fourth units on a residential parcel, provided the development has no more than four units on the lot, whether in the principal building or an accessory suite. This allows the construction of any combination of up to four units without being subject to additional development charges.
- On December 17-18, 2024, through [2024.PH17.6](#), City Council adopted additional amendments to clarify parkland dedication exemptions in situations where there are no more than five total residential units on a given parcel of land, one of which is either a garden or laneway suite).

Feedback provided through the Sixplex Study, the Ward 23 Multiplex Study, and the Multiplex Monitoring Program indicates that feasibility challenges continue to exist for projects that exceed the four-unit threshold. If built concurrently, the development of five units on a single property parcel will trigger the requirement for DCs on all units. For projects with six units, both DCs and parkland dedication requirements are required. For example, this would include a situation where an applicant proposed to build a fourplex at the same time as an ancillary garden suite.

Through consultation, it was identified that the current DC and parkland dedication requirements regimes can be a barrier to the creation of low-rise residential buildings with more than four units. This view is supported by the Urban Land Institute Toronto report titled "[Multiplex Housing Financial Feasibility Exercise](#), April 2022." This report was prepared for the City of Toronto as part of the original Multiplex Study prior to the current exemptions in the 2022 by-law coming into force for up to four units. In this report, the authors recommend that DCs should be waived for the first four units and then discounted for any additional unit to encourage development.

The City is initiating a comprehensive review of development charges, related policies, and incentives. As part of this review, the City will consider issues raised through recent multiplex consultations, opportunities to support housing objectives, while also accounting for the City's growth-related requirements.

As part of the Multiplex Study approved through [PH3.16](#) in 2023, City Council directed staff to review planning application fees through a Development Application Fee

Review. On May 8, 2025, through [PH21.3](#), the Planning and Housing Committee adopted staff recommendations to adjust the base fee for Plan of Condominium applications, and apply to multiplex condominium projects. Staff are targeting Q3 2025 for a further report on minor variance fees.

It should be noted that while all of these financial incentives have a policy rationale linked to the delivery of housing, fee exemptions decrease the City's ability to provide a broad range of municipal infrastructure to support growth and maintain service levels.

Property Taxes

In Toronto, property taxes are calculated by multiplying the current year phased-in property assessment value, as determined by the Municipal Property Assessment Corporation (MPAC), by City Council-approved city tax rates and levies and the Education Tax Rate set by the Province. The city tax rate that applies to a property depends on the applicable tax subclass (e.g. residential, multi-residential, new multi-residential, commercial, etc.).

Residential properties with up to six self-contained units are considered to be within the residential subclass. This means that there is no distinction in the rate that is charged for one unit all the way up to six units. More than six units would be within the "multi-unit residential" subclass.

While the rate for one unit is the same as up to six units, what does vary is MPAC's assessed value of the buildings, which is based on the value of the property and the building. All things being equal, it is generally understood that properties with four to six units are assessed at a higher value and as a result would pay more taxes than properties with one to three units.

School Boards

Staff consulted both the Toronto District School Board and Toronto Catholic District School Board with regard to the city-wide multiplex permit data discussed in this report. While the current data shows the potential of more units being built within neighborhoods through issued permits, more data and more units would be needed to fully determine the impact of the additional density on local schools. The current levels of multiplex building permit activity have not raised concern about existing school capacity. The school boards would need to see a collection of permits, both constructed and issued, over a longer period to establish clear trends from multiplexes and impacts to the school board's capacity. The school boards have requested that they be kept informed of multiplex uptake, and other EHON initiatives, over the coming years to eventually conduct a comprehensive impact assessment.

Transportation

Further work will be undertaken by Transportation Services through the Strategic Parking Framework, which they will be bringing forward for City Council's consideration in the spring of 2025. The Framework will recommend actions to support the City in creating a city-wide parking strategy and includes future work on a comprehensive

review of residential parking for both the permit parking and front yard parking programs.

Sewer Capacity Review

To respond to concerns raised around stormwater management and sewer capacity, Toronto Water, Toronto Building, and City Planning staff will evaluate the potential for any changes to the City's approval processes (including building permits) to assess sewer and water capacity impacts of multiplex development proposals.

The assessment would be conducted by Toronto Water with reference to internal sewer capacity data to identify whether a property will contribute to basement flooding or overflow risks. This process would not require proponents to submit additional consultant reports or studies. For proposals that are determined to present a detrimental impact to existing sewer capacity constraints, the capacity issue should be resolved prior to the project proceeding. Resolution could take the form of site-specific measures. Alternatively, system upgrades accomplished through planned capital projects could provide the additional capacity required to address capacity constraint. Toronto Water would also offer project proponents the option of screening for sewer capacity constraints at the request of the project proponent prior to submitting a building permit application. The process would enable project proponents to know up front whether they will have obstacles connecting to the City's sewers. The process to assess sewer and water capacity will need to align with the regulatory framework under the Building Code Act and Ontario Building Code.

Staff recommend reporting on the status and potential implementation of this streamlined process by the end of 2025.

Monitoring Program

This report recommends that staff continue to monitor the implementation and uptake of multiplex projects following adoption of the proposed Zoning By-law Amendments. Staff recommend the Multiplex Monitoring Program be merged with the Ward 23 Sixplex Study and the City-wide Sixplex Study to monitor residential buildings with up to six units, and report back as part of one centralized Monitoring Program.

The program will include staff from several divisions including City Planning, Toronto Building, and Environment, Climate and Forestry, and continue monitoring: the number of building permit applications for multiplexes, number and type of net new units achieved, number and type of minor variances requested for multiplexes, and tree retention and compensation. An additional comprehensive component of the monitoring program will be in consultation with Toronto Water, to review impacts of stormwater management, basement flooding, and capacity. The analysis will continue to include a breakdown of multiplex developments by neighbourhood to monitor the distribution and uptake across the city. Staff will target a further report on the findings of on-going monitoring by the end of 2027.

Permit Data and Intake Processes

Through the monitoring program, staff experienced some difficulties processing large data sets of building permits. Categorizing EHON permit types at the intake stage can lead to faster and accurate reporting. Staff will continue to work with the appropriate divisions on standardizing and automating data collection analysis of EHON implementation, as directed by [PH10.4](#).

CONCLUSION

The Multiplex Study began with two fundamental questions for Toronto's evolution as it grows:

What kind of city do we want?

How can we make room for housing to create the kind of city that we want?

Based on staff's findings from the monitoring program, the answer to those questions is that Multiplexes are positively contributing to the growth of the city, in a way that provides more housing opportunities for current and future Torontonians in all life stages. While there are necessary considerations to be mindful of as multiplex implementation continues, the initial trends of multiplexes demonstrate that they are providing a critical form of housing that is often missed from mid-rise to high-rise development, which includes large units, with multiple bedrooms, appropriate for families and a variety of household structures.

Multiplexes are a tool in the housing toolkit that can add more low-rise housing options for current residents, and future residents, and contribute to creating complete communities. Multiplexes provide more opportunities for people to live in low-rise housing, close to where they work, shop, and play, and contribute to increasing the supply of rental housing, and in some cases homeownership.

The proposed changes to the multiplex zoning standards are scoped but will facilitate the as-of-right creation of these building typologies to assist in supporting and building complete communities within the City's *Neighbourhoods*. These changes were developed in consultation with a variety of interested stakeholders, such as residents, the building, planning and design industry, and many city staff.

The observations from monitoring and review of multiplexes will assist in the planning, development, and communication of other types of missing middle housing options currently being considered as part of the City's Expanding Housing Options in *Neighbourhoods*.

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ATTACHMENTS

City of Toronto Data/Drawings

- Attachment 1: Draft Zoning By-law Amendment (Provided Separately)
- Attachment 2: Technical Amendment to the Development Charge By-law (Provided Separately)
- Attachment 3: Decision History (Provided Separately)
- Attachment 4: Supporting Information (Provided Separately)
- Attachment 5: Multiplex Photobook (Provided Separately)
- Attachment 6: Multiplex Permits Map – Detailed Review Permits (Provided Separately)
- Attachment 7: Multiplex Permits Map – Combined Permits (Provided Separately)
- Attachment 8: Total Units Map – Detailed Review Permits (Provided Separately)
- Attachment 9: Total Units Map – Combined Permits (Provided Separately)
- Attachment 10: Net New Units Map – Detailed Reviewed Permits (Provided Separately)
- Attachment 11: Net New Units Map – Combined Permits (Provided Separately)
- Attachment 12: Structure Type Map – Detailed Reviewed Permits (Provided Separately)
- Attachment 13: Structure Type Map – Combined Permits (Provided Separately)
- Attachment 14: Multiplex with Laneway Suite or Garden Suite Map – Detailed Review Permits (Provided Separately)

Attachment 15: Sites with Tree Injury or Removal Permits Map – Detailed Review Permits (Provided Separately)

Attachment 16: Parking Map – Detailed Review Permits (Provided Separately)

Attachment 17: Parking with Transit Station Buffer Map – Detailed Review Permits (Provided Separately)

Attachment 18: On-Street and Off-Street Permit Parking Map – Detailed Review Permits (Provided Separately)

Attachment 19: Committee of Adjustment Map – Detailed Review Permits (Provided Separately)