This bulletin illustrates how the City has developed and how it will continue to grow over time. It summarizes information from the City of Toronto's Land Use Information System II, providing an overview of all projects with any development activity between January 1, 2013 and December 31, 2017. This development pipeline date is supplemented by other data sources such as CMHC, Statistics Canada and the Toronto Employment Survey.

profile TORONTO

June 2018

How Does the City Grow?

Highlights

Toronto is growing with strong development prospects to bring more people and jobs into the city.

- From 2013 to 2017, 376,480 residential units were proposed and for the first time, over 10 million m^2 of non-residential GFA was proposed in the city of toronto
- There are 12,621 more units and 764,711 m^2 more non-residential GFA in this pipeline compared to that reported on in the last *How Does the City Grow?* bulletin. New projects submitted in 2017 are proposing more development than the average over the previous five years and revisions to older projects have increased in size.
- 87% of new residential development is proposed in areas targeted for growth by the City's Official Plan.
- 290,039 residential units and 7.73 million m^2 of non-residential GFA proposed have not yet been built.
- The most growth was proposed in the *Downtown & Central Waterfront*, with 37% of the units and 40% of the non-residential GFA proposed in the city.
- Among the *Centres, Yonge-Eglinton Centre* has the most residential activity with 41% of the units proposed in the *Centres*. *North York Centre* led non-residential development with 40% of all non-residential activity in the *Centres*.
- 31% of the proposed non-residential GFA is in the *Employment Areas*.
- 64% of the proposed residential units are located in an area covered by a Secondary Plan.
- 727,707 m^2 of industrial GFA is proposed in the *Employment Areas*, accounting for 84% of proposed industrial GFA in the city.
- As the city's *Urban Growth Centres* develop, they are progressing towards meeting the Province's density targets. Most of that density is due to residential growth.

Introduction

Toronto is Canada's most populous city, the focal point of development and growth and the heart of the Greater Toronto Area (GTA). For many years now, Toronto has experienced a surge of both residential and non-residential development. This annual bulletin examines how and where the city has been growing over the past five years and how it will continue to develop in the near future.

Toronto's Official Plan came into force in June 2006 and is the guide for development in the city over the next few decades. While gradual intensification occurs across the city, its central geographic theme is to direct growth to appropriate areas and away from the city's stable residential neighbourhoods and green spaces. The locations recognized as being most appropriate for residential and employment growth are those identified in the Official Plan's Urban Structure Map as *Avenues*, *Centres* and *Downtown*[1] as well as other areas in the city designated as *Mixed Use Areas* and *Employment Areas*[2]*.* The Official Plan's Urban Structure Map is included in this bulletin as Map 1 on page 2.

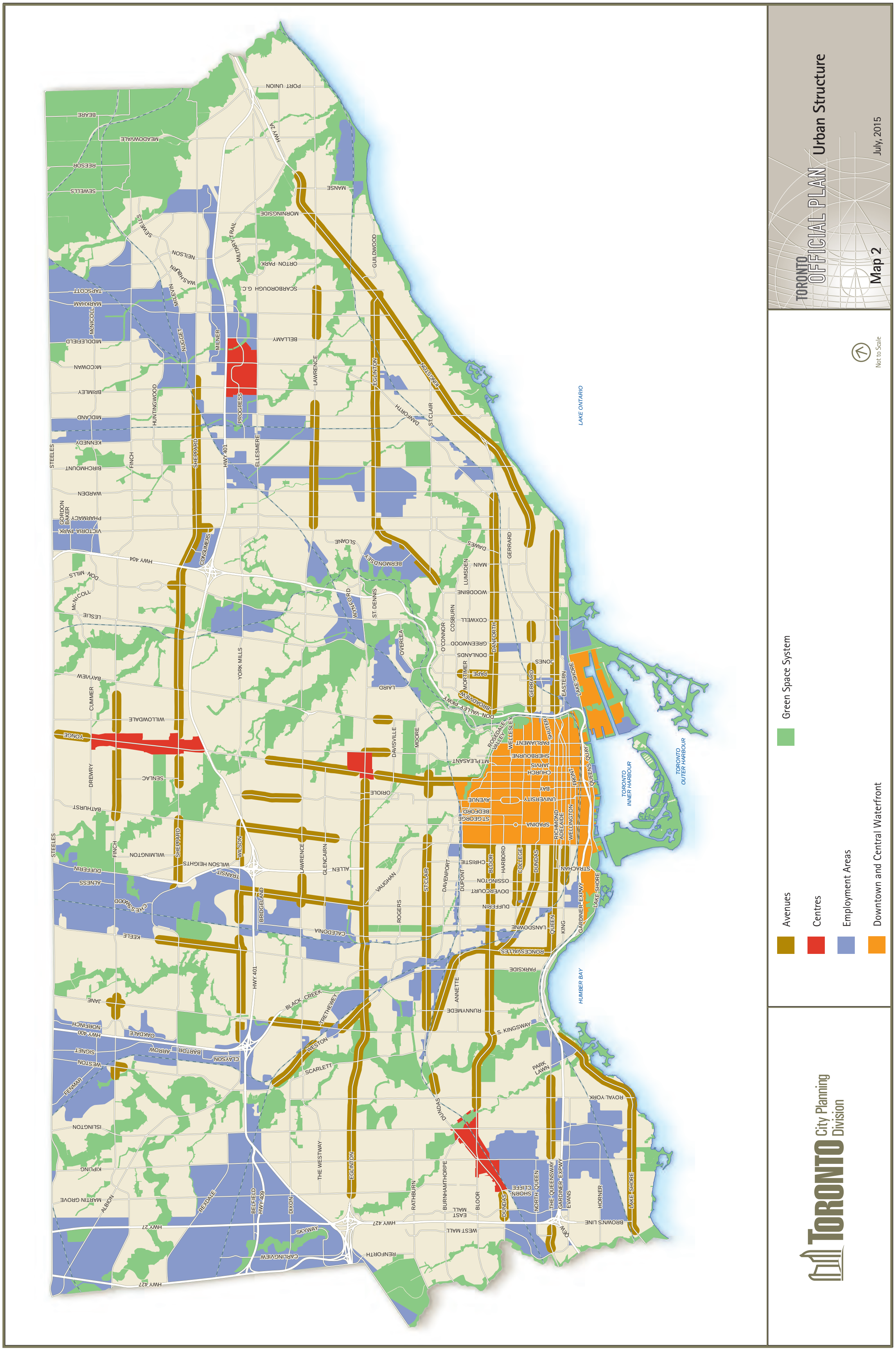
Toronto's Proposed Development Pipeline

What is the Development Pipeline?

The City of Toronto's Development Pipeline consists of all development projects in the City of Toronto that have been active over the last five years. This provides a lens through which to monitor Toronto's near-term housing supply. The current Development Pipeline consists of all of the projects for which there has been development activity over the last five years, between January 1, 2013 and December 31, 2017. Development activity refers to progress at any stage of the approvals and development processes, including: applications submission, review, approval, Building Permit application, Building Permit issuance, construction, occupancy, and completion. The development Pipeline provides an extensive representation of development activity within the city. Previous versions of the Pipeline before 2016 are not directly comparable.

Projects are categorized into three general statuses, based on the stage of development they reached between January 1, 2013 and December 31, 2017. Built projects are those which became ready for occupancy and/or were completed during the period. Active projects are those which have received at least one Planning approval but which have not yet been built. This includes projects with approved Official Plan Amendments

Map 1: Official Plan Urban Structure Map



and/or Zoning By-law Amendments but for which not all Site Plans have been submitted or are approved. This status includes projects with some Planning approvals and for which Building Permits have been applied for or have been issued. This status also includes projects which are under construction but are not yet built. Projects under review are those which have not yet been approved or refused and those which are under appeal.

The Development Pipeline Prior to 2016

Prior to 2016, previous issues of this bulletin reported on all applications *received* within a five year period rather than all applications *active* within a five-year period. While the previous iteration of the Pipeline provided an overview of the near-term housing supply and a consistent window through which to view the ebb and flow of the number of proposals submitted over time, as the nature of development in the city has evolved over time, the five-year window of applications received no longer provided a complete picture of development activity in the city.

Over the last several years, there have been fewer projects submitted for approval. However, on average, these projects are larger or more complex and which take longer to progress through the application review process and to complete construction given their size and complexity. Consequently, in 2016, the development Pipeline was enhanced to provide a more fulsome representation of near-term housing supply in the City.

Table 1: Proposed Projects in the City of Toronto by Status

	Built	Active	Under Review	Total in Pipeline	% of Total
City of Toronto	**965**	**780**	**662**	**2,407**	
Growth Areas					
Downtown and Central Waterfront	**165**	**161**	**135**	**461**	**19.2**
Centres	**28**	**31**	**36**	**95**	**3.9**
Etobicoke Centre	7	7	7	21	22.1
North York Centre	11	9	10	30	31.6
Scarborough Centre	3	3	3	9	9.5
Yonge-Eglinton Centre	7	12	16	35	36.8
Avenues	**186**	**169**	**186**	**541**	**22.5**
Other Mixed Use Areas	**79**	**80**	**57**	**216**	**9.0**
All Other Areas	**507**	**339**	**248**	**1,094**	**45.5**

Source: City of Toronto, City Planning: Land Use Information System II

Development projects with activity between January 1, 2013 and December 31, 2017. Built projects are those which became ready for occupancy and/or were completed. Active projects are those which have been approved, for which Building Permits have been applied or have been issued, and/or those which are under construction. Projects under review are those which have not yet been approved or refused and those which are under appeal.

The Development Pipeline January 1, 2013 – December 31, 2017

Toronto continues to experience strong growth and development activity and continues to have new projects proposed year over year (see Maps 2 and 3). The 2017 Development Pipeline is comprised of 2,407 development projects (see Table 1 on page 3). Cumulatively, these projects propose a record 376,480 residential units, and for the first time, over 10 million square metres of non-residential Gross Floor Area (GFA) (see Tables 2 and 3 on pages 3 and 4).

Table 2: Proposed Residential Units in City of Toronto by Status

	Built	Active	Under Review	Total in Pipeline	% of Total
City of Toronto	**86,441**	**143,858**	**146,181**	**376,480**	
Growth Areas					
Downtown and Central Waterfront	**38,256**	**56,855**	**45,005**	**140,116**	**37.2**
Centres	**7,148**	**14,305**	**14,170**	**35,623**	**9.5**
Etobicoke Centre	709	2,042	1,319	4,070	11.4
North York Centre	3,772	1,080	2,795	7,647	21.5
Scarborough Centre	403	4,838	4,098	9,339	26.2
Yonge-Eglinton Centre	2,264	6,345	5,958	14,567	40.9
Avenues	**17,101**	**28,491**	**35,909**	**81,501**	**21.6**
Other Mixed Use Areas	**10,610**	**22,465**	**22,798**	**55,873**	**14.8**
All Other Areas	**13,326**	**21,742**	**28,299**	**63,367**	**16.8**

Source: City of Toronto, City Planning: Land Use Information System II

Proposed units in development projects with activity between January 1, 2013 and December 31, 2017. Built projects are those which became ready for occupancy and/or were completed. Active projects are those which have been approved, for which Building Permits have been applied or have been issued, and/or those which are under construction. Projects under review are those which have not yet been approved or refused and those which are under appeal.

Project Stages and Statuses

Status	Stage
Under Review	Planning Application Submitted
Active	Delegated/Council Approval
	Issuance of a Permit
	Work Stated
Built	Ready for Occupancy
	Work Completed

Delegated approval refers to Site Plan or Plan of Condominium approvals that have been granted by the Chief Planner.

Table 3: Proposed Non-Residential GFA in City of Toronto by Status

	Built	Active	Under Review	Total in Pipeline	% of Total
City of Toronto	**2,569,080**	**3,608,804**	**4,118,633**	**10,296,517**	
Growth Areas					
Downtown and Central Waterfront	**1,138,537**	**1,720,351**	**1,223,019**	**4,081,907**	**39.6**
Centres	**85,243**	**104,469**	**84,997**	**274,709**	**2.7**
Etobicoke Centre	3,169	4,777	13,438	21,384	7.8
North York Centre	45,128	31,090	34,501	110,719	40.3
Scarborough Centre	2,221	44,945	5,840	53,006	19.3
Yonge-Eglinton Centre	34,725	23,657	31,218	89,600	32.6
Avenues	**127,372**	**243,198**	**328,100**	**698,670**	**6.8**
Other Mixed Use Areas	**329,605**	**319,205**	**327,464**	**976,274**	**9.5**
All Other Areas	**888,324**	**1,221,581**	**2,155,053**	**4,264,958**	**41.4**

Source: City of Toronto, City Planning: Land Use Information System II

Proposed non-residential GFA in development projects with activity between January 1, 2013 and December 31, 2017. Built projects are those which became ready for occupancy and/or were completed. Active projects are those which have been approved, for which Building Permits have been applied or have been issued, and/or those which are under construction. Projects under review are those which have not yet been approved or refused and those which are under appeal. Gross floor area values are expressed in square metres.

The 2017 Pipeline contains 12,621 more residential units and 764,711 m^2 more non-residential GFA than the 2016 Pipeline which reported on projects active between January 1, 2012 and December 31, 2016, and yet contains 116 fewer projects. This is due to the continuing trend of applications for larger projects proposing more development than average over previous years as well as revisions to older projects that have increased their size (see Figure 1).[3]

In addition, data maintenance has been enhanced. Complex projects have been split into phases so that the different parts of a project can be tracked at different stages of development once each phase has been submitted. This has enabled each phase to be reflected in the Pipeline until that phase is either built or becomes inactive.

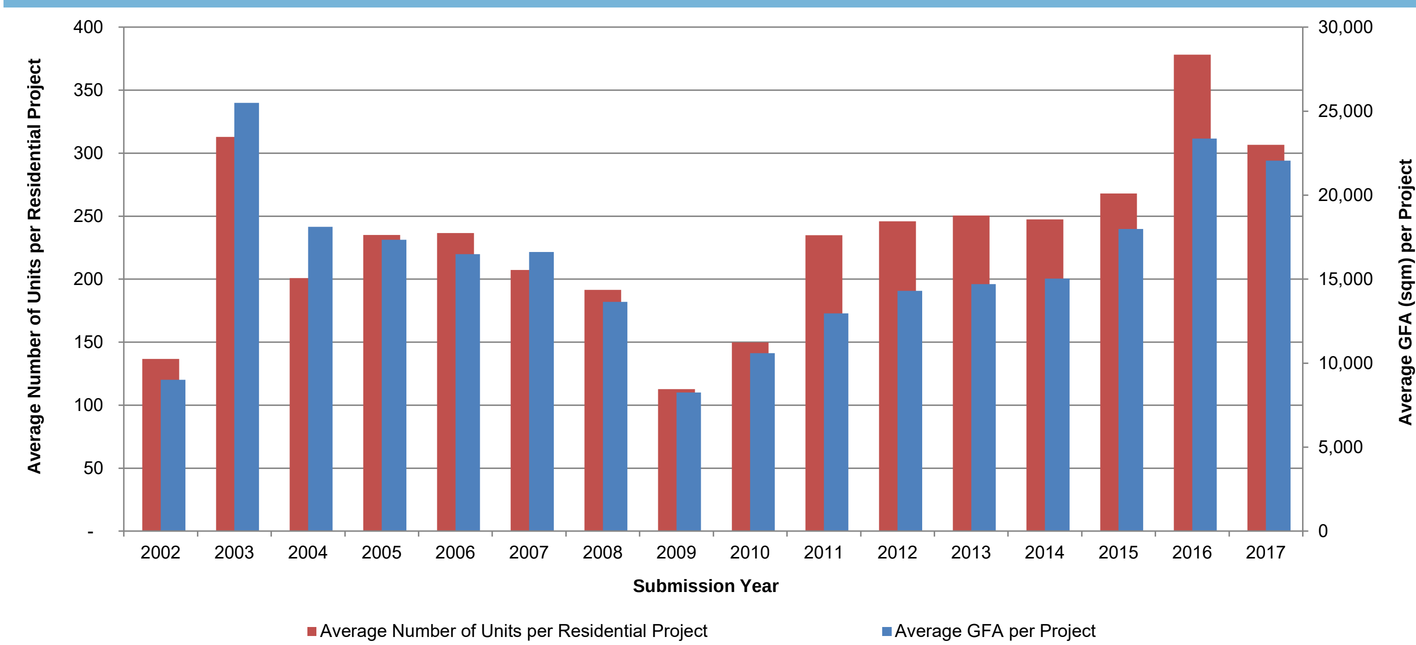
Over the last five years, more residential units have been approved than were built (see Table 4 on page 5. City Council has approved an average of 20,851 residential units per year between 2013 and 2017 while 18,598 units on average were built each year. This will help to ensure that a steady supply of approved housing will be available for construction and eventual occupancy.

Despite the fact that not all proposed projects are approved, and not all approved projects are built, the Pipeline provides a good indication of near-term housing supply.

Projects Completed or Under Construction

The Pipeline includes development projects that may expect to see

Figure 1: Proposed Units and GFA per Project by Submission Year



Source: City of Toronto, City Planning Division: Land Use Information System II
Development projects submitted between January 1, 2002 and December 31, 2017 and with activity between January 1, 2013 and December 31, 2017.

Proposed GFA includes residential and non-residential GFA.

Table 4: Residential Units Approved and Built by Year

Year	Units Approved	Units Built
2013	27,588	19,263
2014	31,261	25,731
2015	17,028	18,857
2016	11,744	20,416
2017	16,633	8,725
Total	**104,254**	**92,992**
Average	20,851	18,598

Source: City of Toronto, City Planning: Land Use Information System II.

Units in development projects with activity between January 1, 2013 and December 31, 2017. Units approved are units in projects that received their first planning approval in the year listed. Units built are units in projects that became ready for occupancy and/or were completed in the year listed. Note: the number of units built in Table 2 may differ from the number of units in built projects listed in Table 4, as some projects became ready for occupancy before 2013 but had other development activity (such as an application for a Draft Plan of Condominium) during the pipeline window of January 1, 2013 to December 31, 2017. These figures are different than those in Tables 6 and 7 because units in the planning process are recognized as completed when the building is ready for occupancy or substantially complete, whereas CMHC recognizes units as built once the building is fully complete.

construction in the near-term. Many projects with development activity between 2013 and 2017 have become occupied and/or have completed construction during this period. In the current Pipeline, 40% of the projects in the pipeline or 965 proposed projects have completed construction or received a partial occupancy permit. These projects represent an addition of 86,441 newly constructed residential units to the City's housing supply and nearly 2.6 million m^2 of non-residential gross floor area.

While many projects have been completed, the City of Toronto has continued to receive and review additional development applications.

Active Projects

At any given time, there are active residential projects at different stages of development from an initial approval to the beginning of construction. Table 5 shows all proposed residential units in active projects broken down by the stage of activity. These residential projects that are approved but not yet built and represent 8 to 12 years of proposed housing supply, given the average pace of completions reported by the CMHC over the past 10 to 30 years respectively (see Table 6). In the current Pipeline, 34% of projects are active with at least one Planning approval, accounting for 143,858 residential units and 3.6 million m^2 of non-residential GFA.

Projects Under Review

In the current Pipeline, there are 146,181 residential units and an additional 4.1 million m^2 of non-residential GFA in projects currently under review. Figure 2 (on Page 6) displays these units by status, showing that 39% of the proposed residential units are currently under review.

Across the city, more than three-quarters of the residential units and non-residential GFA proposed in the development Pipeline are not yet built. There are 290,039 units and 7.7 million m^2 of non-residential GFA that are either under review or awaiting construction, indicating a continuation of strong construction activity in Toronto in the coming years.

Table 5: Proposed Residential Units in Active Projects by Stage

Stage as of December 31, 2017		**Proposed Residential Units in Active Projects**		**Active Residential Projects**	
Stage	**Stage Description**	**Number**	**Percent**	**Number**	**Percent**
2	Delegated/Council Approval*	51,486	36%	185	40%
3	Permit Application	40,859	28%	130	28%
4	Issuance of a Permit	5,807	4%	22	5%
5	Work Started	45,706	32%	127	27%
Total		**143,858**	**100%**	**464**	**100%**

Source: City of Toronto, City Planning: Land Use Information System II

Active development projects with activity between January 1, 2013 and December 31, 2017. Active projects are those which have been approved, for which Building Permits have been applied or have been issued, and/or those which are under construction.

*Delegated approval refers to Site Plan or Plan of Condominium approvals that have been granted by the Chief Planner.

Dwelling Unit Completions and Absorptions

There is an ongoing debate about conditions in the housing market. Given the large number of residential units recently completed in the city, it is fair to ask whether this reflects growing housing demand or the early signs of an overbuilt market. Along with their Starts and Completions Survey, CMHC also conducts a Market Absorption Survey to determine when residential units are sold or rented once a structure has been constructed. Table 7 compares the number of completions and absorptions in Toronto over the last 15 years. The average percentage of unabsorbed units has decreased 2008–2012 to 4.2% from 7.4% over 2013-2017. In 2012, about 13,500 residential units were completed and 12,000 units were absorbed, making the unabsorbed percentage in 2012 (12.2%) the highest in the 15-year span. The lag in absorption disappeared in the following year as the 2013 unabsorbed percentage came back down to 4.9% and is closer to the average over the past 15 years.

Over the last two years, the number of units absorbed was greater than the number completed. This indicates that some units that completed construction in previous years were absorbed into the market in 2015 and 2016. Further, an unprecedented number of units were completed in 2015 and 96% of them were absorbed in the same year. These recent trends demonstrate a strong demand for

Table 6: Dwelling Completions, Greater Toronto Area

Year	Toronto	GTA	Toronto % of GTA
1988-1992	44,962	167,526	26.8%
1993-1997	25,711	105,029	24.5%
1998-2002	41,227	184,446	22.4%
2003-2007	57,899	205,331	28.2%
2008-2012	69,335	171,518	40.4%
2013-2017	85,040	186,698	45.5%
Total	**324,174**	**1,020,548**	**31.8%**
Average 1988-2017	10,806	34,018	
Average 2008-2017	15,438	35,822	

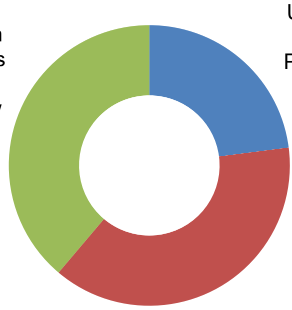
Source: Canada Mortgage and Housing Corporation, Monthly Housing Now - Greater Toronto Area Reports

Note: Completions are for whole calendar years.

living in Toronto and not an overbuilt market. Supply and demand are well balanced.

The Market Absorption Survey demonstrates that the bulk of the unabsorbed units are in the rental market. Rental completions represented 6% of total completions, but only 4% of total absorptions. The higher rate of unabsorbed rental units is not the result of oversupply of this type of unit. The methodology of the Market Absorption Survey requires that buildings must be 100% completed and that people are beginning to move in before the units become counted as "absorbed". The recording of absorptions will tend to lag completions in the latest periods of the Survey. Therefore, the data on absorptions and completions needs to be cautiously interpreted.

Figure 2: Residential Units by Status



Source: City of Toronto, City Planning : Land Use Information System

Proposed units in development projects with activity between January 1, 2013 became ready for occupancy and/or were completed. Active projects are those which have been approved, for which Building Permits have and December 31, 2017. Built projects are those which been applied or have been issued, and/or those which are under construction. Projects under review are those which have not yet been approved or refused and those which are under appeal. Percentages may not total 100 due to rounding.

Development in Toronto's Growth Areas

Toronto's Official Plan, which came into force in June 2006, is the guide for development in the city over the next few decades. Its central geographic theme is to direct growth to appropriate areas and away from the city's stable residential neighbourhoods and green spaces. The locations recognized as being most appropriate for residential and employment growth are those identified in the Official Plan's Urban Structure Map as *Avenues*, *Centres*, *Downtown*,[1] as well as other areas in the city designated as *Mixed Use Areas* and *Employment Areas.*[2] The Official Plan's Urban Structure Map is included in this bulletin as Map 1 on page 2.

Table 7: Dwelling Unit Completions and Absorptions, City of Toronto

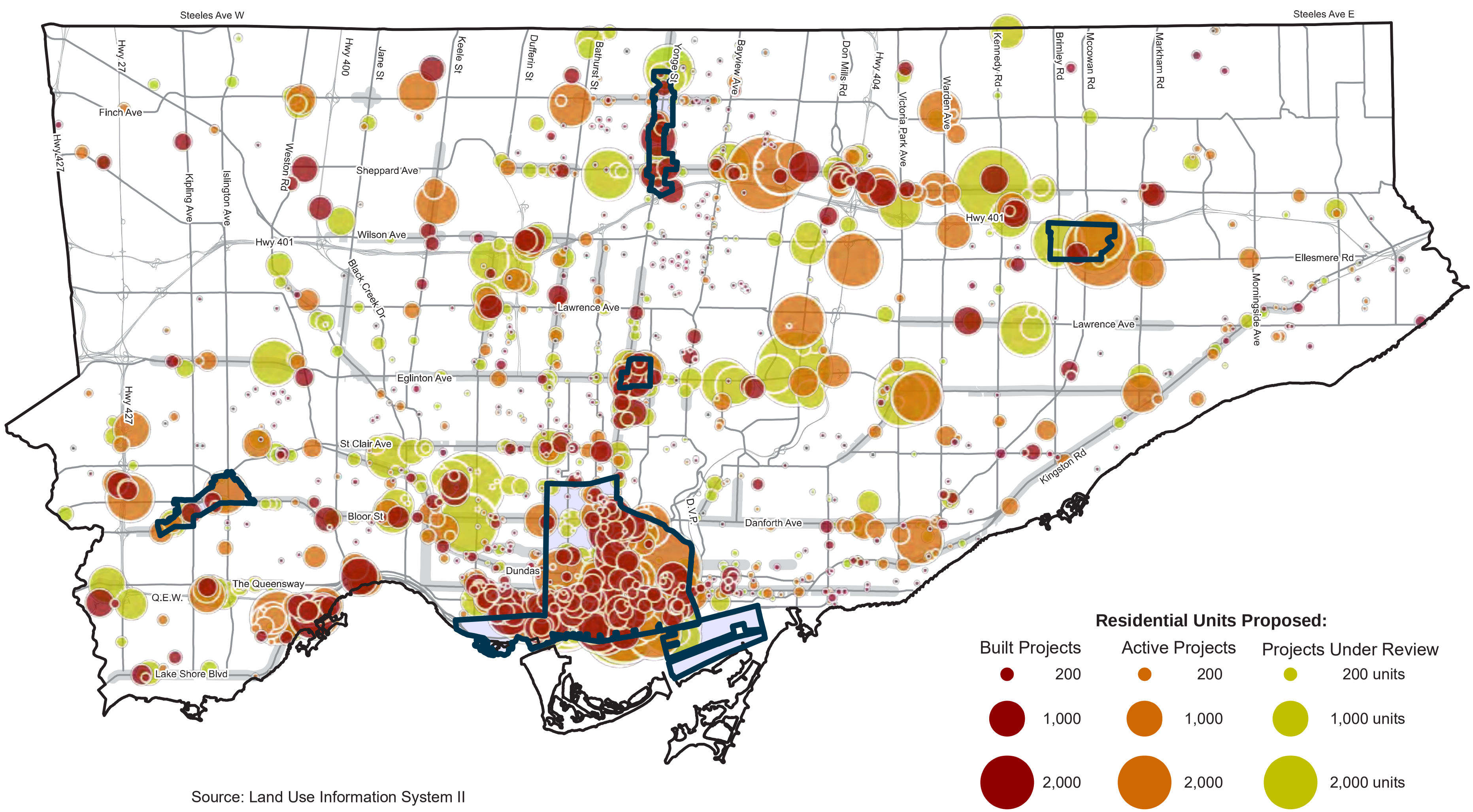
	Completions	Absorptions	Net Completions	"Unabsorbed" Percentage
2003	13,119	12,478	641	5.1%
2004	10,438	10,575	-137	-1.3%
2005	15,136	15,126	10	0.1%
2006	12,420	11,962	458	3.8%
2007	6,786	7,159	-373	-5.2%
2008	13,450	12,878	572	4.4%
2009	12,473	11,704	769	6.6%
2010	13,088	12,075	1,013	8.4%
2011	16,850	15,868	982	6.2%
2012	13,474	12,009	1,465	12.2%
2013	14,542	13,868	674	4.9%
2014	9,551	9,620	-69	-0.7%
2015	30,749	29,451	1,298	4.4%
2016	16,027	16,629	-602	-3.6%
2017	14,171	14,675	-504	-3.4%
Total	**212,274**	**191,402**	**20,872**	**10.9%**
2003-2017 Average	**14,152**	**13,738**	**413**	**3.0%**
2003-2007 Average	11,580	11,460	120	1.0%
2008-2012 Average	13,867	12,907	960	7.4%
2013-2017 Average	17,008	16,315	693	4.2%

Source: Canada Mortgage and Housing Corporation, Market Absorption Survey Custom Tabulation

Note 1: The data in Table 7 reflects the total number of units for each 12-month period. Due to cyclical variations in the construction and sales industry that are unequally distributed throughout the year, 2018 year-to-date data has been excluded.

Note 2: "Unabsorbed Percentage" is the ratio of Completions minus Absorptions to Absorptions.

Map 2: City of Toronto Proposed Residential Development



Source: Land Use Information System II

Development projects with activity between January 1, 2013 and December 31, 2017.
Built projects are those which became ready for occupancy and/or were completed.
Active projects are those which have been approved, for which Building Permits have been appliedor have been issued, and/or those which are under construction. Projects under review are those which have not yet been approved or refused and those which are under appeal.

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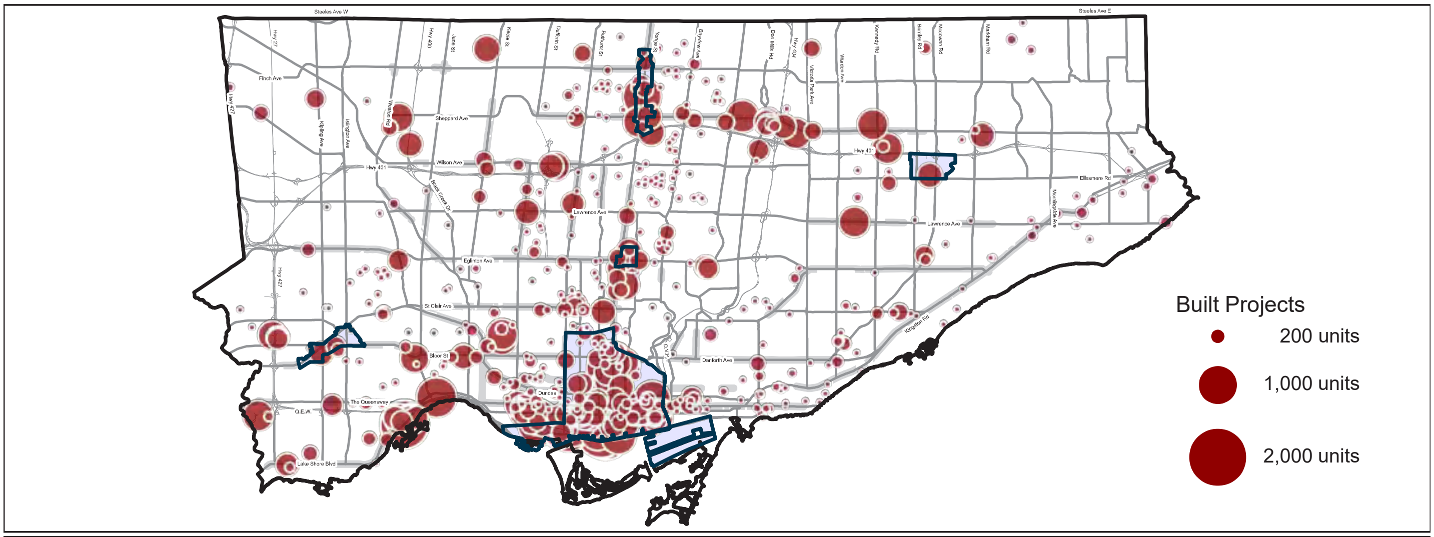
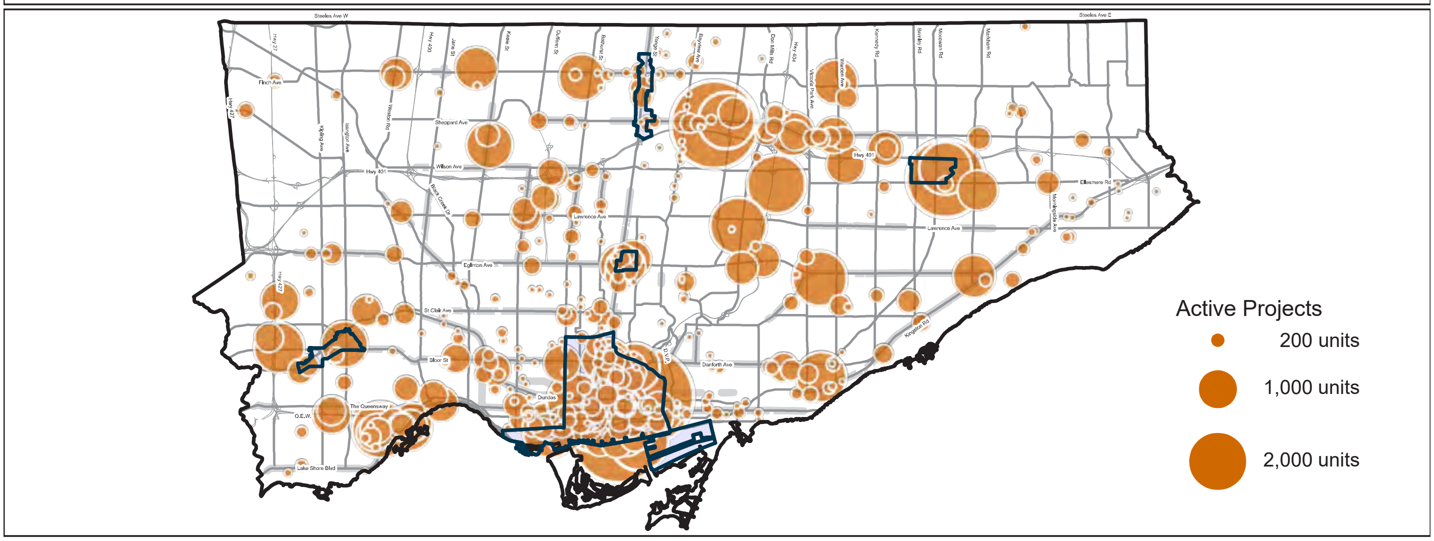
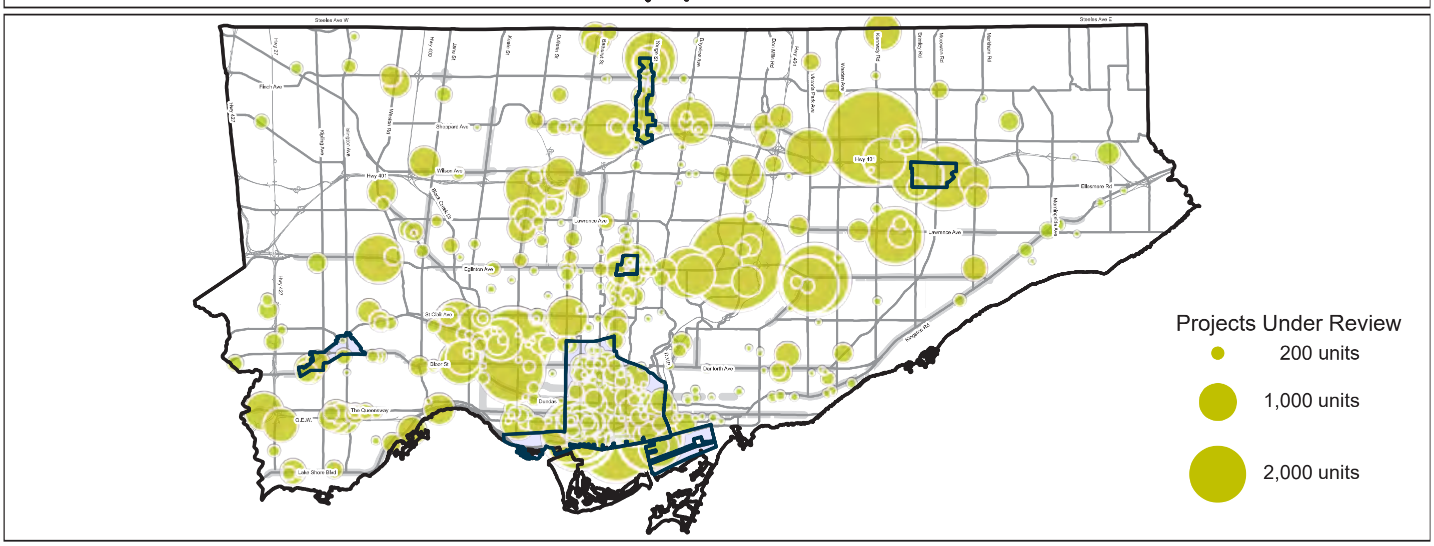
Map 3: City of Toronto Proposed Residential Development by Status







Source: Land Use Information System II
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Built projects are those which became ready for occupancy and/or were completed.
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Avenues

Centres and Downtown & Central Waterfront

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Image 1: Regent Park Redevelopment, Block 37

Source: Toronto Community Housing Corp. and Daniels Corp., Site Plan drawing A000, February 3, 2016.

Image 2: Alexandra Park Redevelopment, Block 10

Source: Toronto Community Housing Corp., Site Plan drawing A000, February 7, 2013.

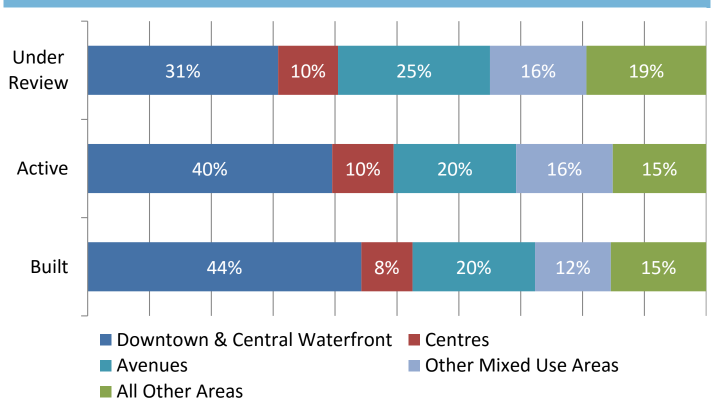
Downtown and Central Waterfront

The *Downtown* and Central *Waterfront* area is the most prominent location for development activity across the City and contains the largest percentage of proposed development of all the City's growth management areas. In the current development Pipeline, the projects received in this area proposed 140,116 new units and 4.1 million m^2 of non-residential GFA. This comprises 37% of the residential units and 40% non-residential GFA proposed in the entire city (see Figures 3 and 4).

Maps 4 and 5 (on pages 10 and 11) show the distribution of residential and non-residential projects throughout *Downtown*, respectively. Map 4 shows that the area between Queen Street and the Waterfront has attracted increasingly large residential development proposals. The largest residential projects in this area are currently active. The proposed residential units in *Downtown* projects proposing 1,000 units or more are listed in Table 8.

Two of the largest projects in *Downtown* are large affordable housing redevelopment projects on both sides of Dundas Street (see Images 1 and 2 on page 9). Public-private partnerships in Regent Park and Alexandra Park are developing new market housing to leverage improvements to existing social housing stock and to create new retail developments, community spaces and infrastructure. The results will be more mixed-income, mixed-use neighbourhoods that better integrate with the surrounding communities.

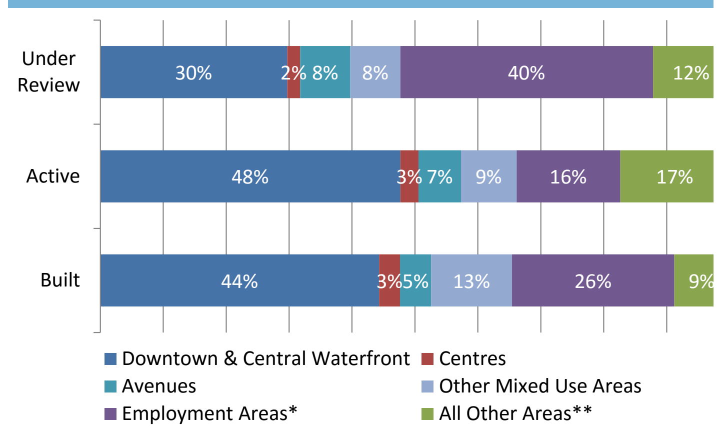
Figure 3: Proposed Residential Units in Growth Areas by Status



Source: City of Toronto, City Planning Division: Land Use Information System II

Proposed units in development projects with activity between January 1, 2013 and December 31, 2017. Built projects are those which became ready for occupancy and/or were completed. Active projects are those which have been approved, for which Building Permits have been applied or have been issued, and/or those which are under construction. Projects under review are those which have not yet been approved or refused and those which are under appeal. Percentages may not total 100 due to rounding.

Figure 4: Proposed Non-Residential Gross Floor Area in Growth Areas by Status



Source: City of Toronto, City Planning Division: Land Use Information System II

Proposed non-residential GFA in development projects with activity between January 1, 2013 and December 31, 2017. Built projects are those which became ready for occupancy and/or were completed. Active projects are those which have been approved, for which Building Permits have been applied or have been issued, and/or those which are under construction. Projects under review are those which have not yet been approved or refused and those which are under appeal. Gross floor area values are expressed in square metres. Percentages may not total 100 due to rounding.

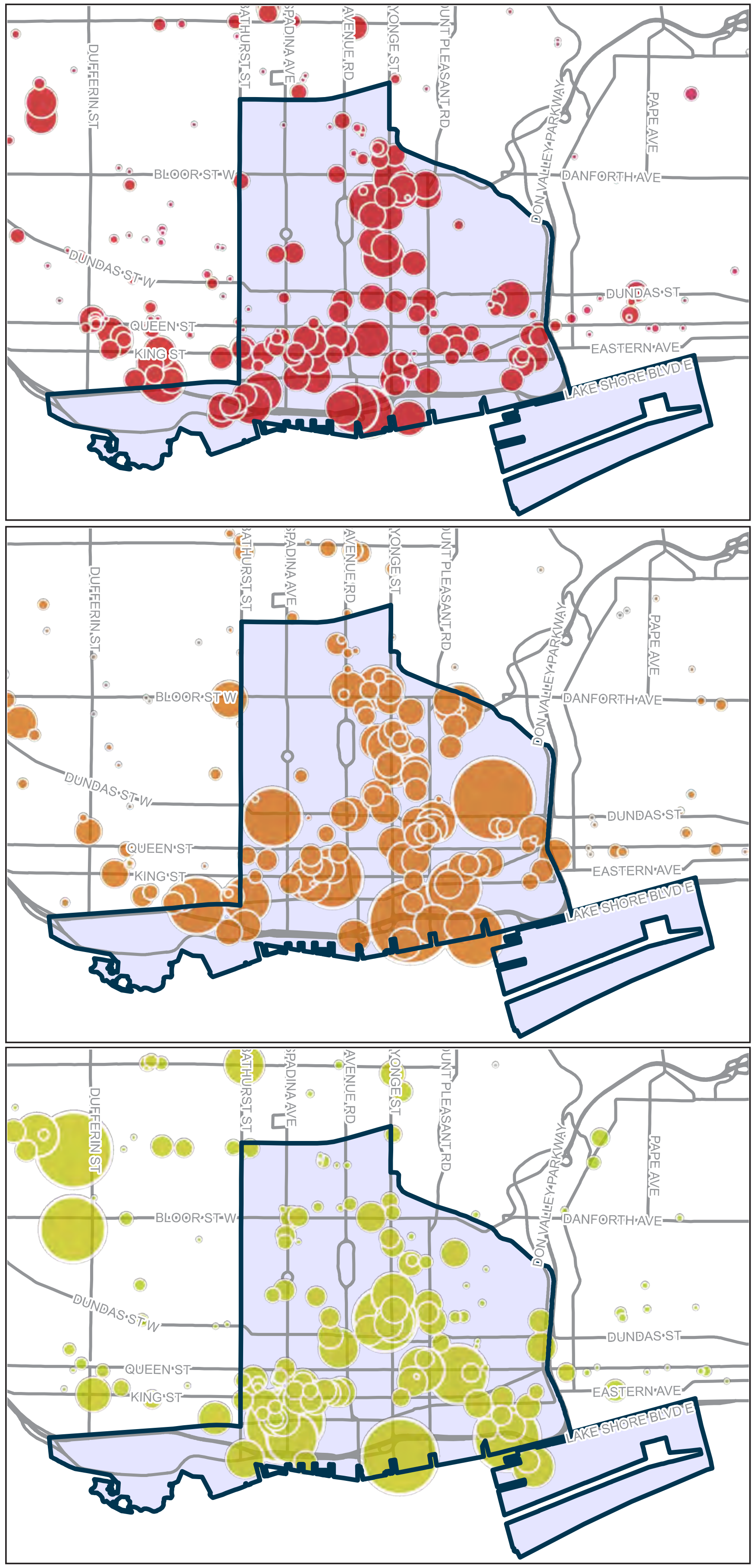
*Employment Areas outside of Downtown, Centres, Avenues, and Other Mixed Use Areas only.

**All Other Areas in this figure excludes Employment Areas.

Map 4: Downtown and Central Waterfront Residential Development Activity

Residential Units Proposed

Built	Active	Under Review
		100 units
		500 units
		1,000 units
38,256 units	56,855 units	45,005 units



Source: Land Use Information System II

Development projects with activity between January 1, 2013 and December 31, 2017.
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