TORONTO City Planning

This Bulletin examines growth and change in Toronto's *Neighbourhoods* land use designation. The Bulletin analyzes Building Permits, Planning applications, and Census demographic data across the city's five low-density Residential zone types. This research provides support to the Expanding Housing Options in Neighbourhoods initiative. For more information, please visit us at: https://www.toronto.ca/city-government/data-research-maps/research-reports/planning-development/

profile TO

Neighbourhood Change and Intensification

Highlights

Net population density

- Less permissive zones: 47 persons per hectare
- More permissive zones: 113 persons per hectare
- Citywide average in *Neighbourhoods*: 65 persons per hectare

Net dwelling unit density

- Less permissive zones: 17 dwelling units per hectare
- More permissive zones: 48 dwelling units per hectare
- Citywide average in *Neighbourhoods*: 25 dwelling units per hectare

Intensification units added through as-of-right Building Permits 2011-2020

- Less permissive zones: 8 units per 100 hectares (1,204 units)
- More permissive zones: 48 units per 100 hectares (2,557 units)

Intensification units added through Planning applications 2016-2020

- Less permissive zones: 20 units per 100 hectares (2,981 units)
- More permissive zones: 184 units per 100 hectares (9,693 units)

Overview

Toronto's history of growth and amalgamation have created a broad diversity of neighbourhood types, densities and residential zoning categories. This bulletin examines the characteristics and current intensification of Toronto's *Neighbourhoods* to better understand the existing conditions and potential changes that could occur with increased as-of-right permissions for ground-oriented units.

This bulletin presents the results of research conducted by City Planning to support the Expanding Housing Options in Neighbourhoods initiative. The initiative is examining potential policy changes that could help to increase housing choice and access for current and future residents of Toronto by expanding the range of low-rise housing within existing residential *Neighbourhoods*. Commonly referred to as the "missing middle", these housing forms can include duplexes, laneway suites, garden suites, and low-rise walk-up apartments, among others.

Methodology

The applied research approach categorizes Toronto's five residential zoning types into "less permissive" and "more permissive" (see Table 1 on page 2).

Population density, Building Permits, and Planning applications were analyzed at a citywide level to produce a generalized profile of areas of the city with less and more permissive residential zoning. To better understand the existing conditions at a more detailed level, demographic and development patterns were analyzed in case study areas. Case studies were selected primarily where areas of more and less permissive zoning are located immediately adjacent to each other and could be expected to have experienced similar conditions and pressures in the evolution of the city. In the final step, individual examples of Planning applications that represent potential intensification typologies are highlighted. Further details on the methodology are found in Appendix A.

Outcomes

- Citywide, more permissive zones (R, RM, RT) had higher net population and dwelling unit densities than less permissive zones (RD, RS).

- More permissive zones have experienced more intensification activity through as-of-right Building Permits and Planning applications.

- Case study areas illustrate that zoning is an important factor determining existing conditions and urban change in *Neighbourhoods*, but other variables also play an influential role.

- Case study areas with more permissive zoning were less likely to have experienced population declines, and more likely to have greater housing and population diversity.

- Some degree of "missing middle" development is already occurring in *Neighbourhoods* through both as-of-right Building Permits and Planning applications. However, these forms of intensification represent only a small percentage of overall activity in the development pipeline.
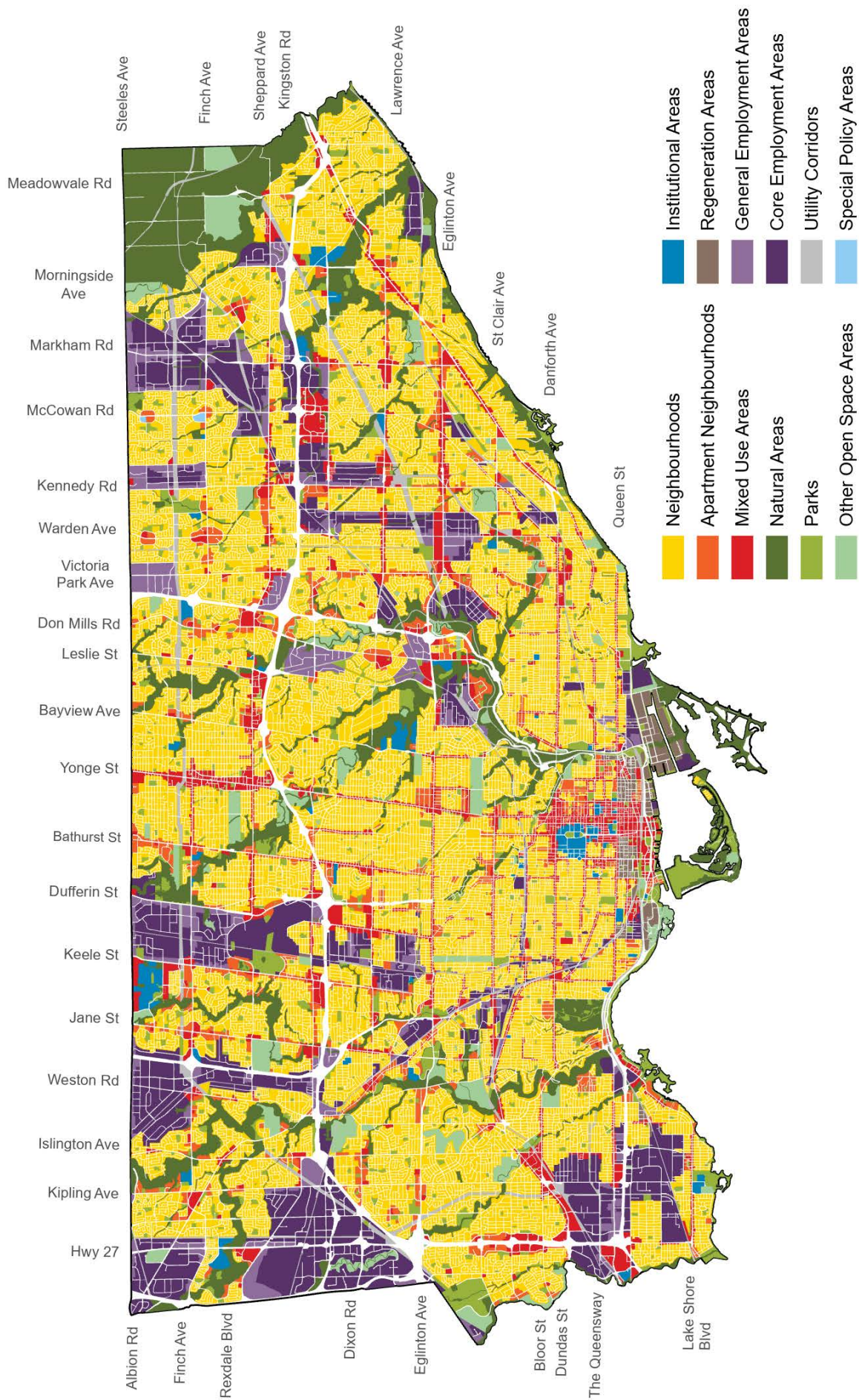
Official Plan and Zoning Overview

Official Plan

On a net area basis, lands zoned residential and designated *Neighbourhoods* in Toronto's Official Plan make up 21,145 hectares, or 33.3% of the city's land area.[1] In the Official Plan, *Neighbourhoods* are described as "physically stable areas made up of residential uses in lower scale buildings such as detached houses, semi-detached houses, duplexes, triplexes and townhouses, as well as interspersed walk-up apartments". The Official Plan recognizes that *Neighbourhoods* are not static and will evolve in a manner that respects the existing physical patterns, including streets, lots, setbacks, size, and type of residential dwellings. Over time, change will occur through renovations, additions, and infill housing activity.

Table 1: Permitted Building Types by Residential Zone

Zone Category	Zone Type	Permitted Building Types
Less Permissive	Residential Detached (RD)	Detached house
	Residential Semi-Detached (RS)	Detached house, semi-detached house
More Permissive	Residential Townhouse (RT)	Detached house, semi-detached house, townhouse
	Residential Multiple Dwelling (RM)	Detached house, semi-detached house, townhouse, duplex*, triplex*, fourplex*, apartment building*
	Residential (R)	Detached house, semi-detached house, townhouse, duplex, triplex, fourplex, apartment building

*Subject to conditions such as number of units, lot area and lot frontage – see Zoning By-law 569-2013 Chapter 10.80.30 for more details.

Map 1: Toronto Official Plan Land Use Map

Institutional Areas
Regeneration Areas
General Employment Areas
Core Employment Areas
Utility Corridors
Special Policy Areas

Neighbourhoods
Apartment Neighbourhoods
Mixed Use Areas
Natural Areas
Parks
Other Open Space Areas

Toronto City Planning, Planning Research and Analytics - September 2021

Source: Toronto Official Plan

Zoning

The different types of housing that can be created in *Neighbourhoods* are regulated by zoning, either through the City's Zoning By-law 569-2013, or previously in-force zoning by-laws as enabled by the *Planning Act* and the *City of Toronto Act*. Zoning By-law 569-2013 has several different types of residential zones with different sets of permitted building types (see Table 1 on page 2).

The Residential Detached and Residential Semi-Detached zones will be described in this bulletin as 'less permissive' zones as they allow the fewest building types. Residential, Residential Townhouse, and Residential Multiple Dwelling zones allow additional building types, so will be described as 'more permissive' zones.

The Residential Detached (RD) zone covers the most land area in Toronto of the residential zones. The gross area of the RD zone (including municipal rights-of-way[2]) is just under a third (31.5%) of all land in Toronto. The Residential Semi-Detached zone (RS) covers 2.1% of Toronto, and the remaining residential zones (Residential, Residential Townhouse, and Residential Multiple Dwelling) cover an additional 13.6% of land in Toronto, per Table 2A below.[3]

Of the lands designated *Neighbourhoods*, the Residential Detached zone covers 65.0%. Approximately 4.3% of *Neighbourhoods* are in the Residential Semi-Detached zone, and a combined 25% are in the more permissive residential zones (Residential, Residential Townhouse, and Residential Multiple Dwelling).

Table 2A: Gross Land Area of Residential Zones in *Neighbourhoods*

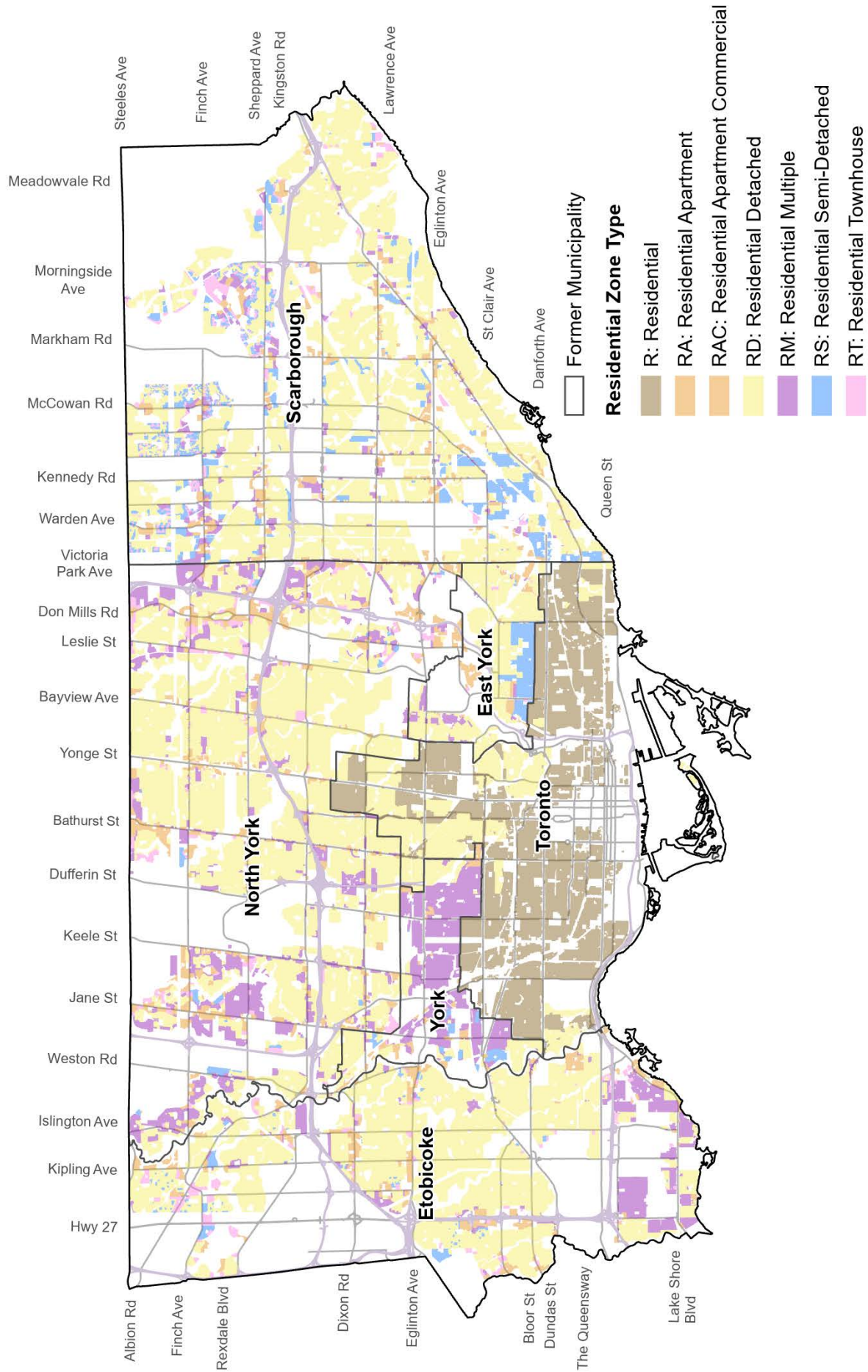| Zone Type	Gross Area (including street rights-of-way)	
	Area (ha)	% of Land Area in Toronto
Residential Detached (RD)	20,037	31.5%
Residential Semi-Detached (RS)	1,359	2.1%
Less Permissive Subtotal	**21,396**	**33.7%**
Residential Townhouse (RT)	965	1.5%
Residential Multiple Dwelling (RM)	3,485	5.5%
Residential (R)	4,214	6.6%
More Permissive Subtotal	**8,664**	**13.6%**
Combined Total	**30,060**	**47.3%**

*The remaining 52.7% of the gross area total is in non-residential or mixed use zones.

Table 2B: Net Land Area of Residential Zones in *Neighbourhoods*

Zone Type	Net Area (excluding street rights-of-way)		
	Area (ha)	% of Land Area in Toronto	% of Land Area in *Neighbourhoods*
Residential Detached (RD)	14,575	22.9%	65.0%
Residential Semi-Detached (RS)	958	1.5%	4.3%
Less Permissive Subtotal	**15,534**	**24.4%**	**69.3%**
Residential Townhouse (RT)	663	1.0%	3.0%
Residential Multiple Dwelling (RM)	2,228	3.5%	9.9%
Residential (R)	2,720	4.3%	12.1%
More Permissive Subtotal	**5,611**	**8.8%**	**25.0%**
Combined Total	**21,145**	**33.3%**	**94.3%**

*The remaining 5.7% of the net area total is in non-residential or mixed use zones.

Map 2: City of Toronto Residential Zoning

Residential Zone Type

Former Municipality

- R: Residential
- RA: Residential Apartment
- RAC: Residential Apartment Commercial
- RD: Residential Detached
- RM: Residential Multiple
- RS: Residential Semi-Detached
- RT: Residential Townhouse

Scarborough

North York

East York

Toronto

York

Etobicoke

Steeles Ave
Finch Ave
Sheppard Ave
Kingston Rd
Lawrence Ave
Meadowvale Rd
Morningside Ave
Markham Rd
McCowan Rd
Kennedy Rd
Warden Ave
Victoria Park Ave
Don Mills Rd
Leslie St
Bayview Ave
Yonge St
Bathurst St
Dufferin St
Keele St
Jane St
Weston Rd
Islington Ave
Kipling Ave
Hwy 27
Albion Rd
Finch Ave
Rexdale Blvd
Dixon Rd
Eglinton Ave
Bloor St
Dundas St
The Queensway
Lake Shore Blvd

Eglinton Ave
St Clair Ave
Danforth Ave
Queen St

Toronto City Planning, Planning Research and Analytics - September 2021

Source: Zoning By-law 569-2013

Citywide Analysis

Differing levels of zoning permissions have impacted density and growth in residential areas across Toronto. This section provides a broad overview of how residential zone types compare at a citywide level, reviewing population and dwelling density, Building Permits, and Planning applications by zone type to illustrate existing demographic conditions and intensification trends. A detailed overview of the methodology for each type of analysis is included in Appendix A.

Net Population and Dwelling Density by Zone Type

Net population and dwelling density within each zone type was calculated to compare the composition of different zone types across the city. To conduct this analysis, 2016 Census population and dwelling unit counts by Census Dissemination Block were aggregated by zone type and divided by the net land area of the parcels with the *Neighbourhoods* land use designation, also aggregated by zone type. For a more detailed review of the methodology, see the net population and dwelling density section in Appendix A.

As shown in Chart 1 and Table 3 on page 7, the average net population density of each type of more permissive zone is significantly higher than that of the RD zone, with the R zone being more than three times as dense, and both the RM and RT zones being almost twice as dense. The RS zone is slightly less dense than the RM zone. The net dwelling unit density per hectare is also highest in more permissive zones and least dense in the RD zone.

Chart 1: Citywide Net Population Density (per hectare) by Zone Type, 2016
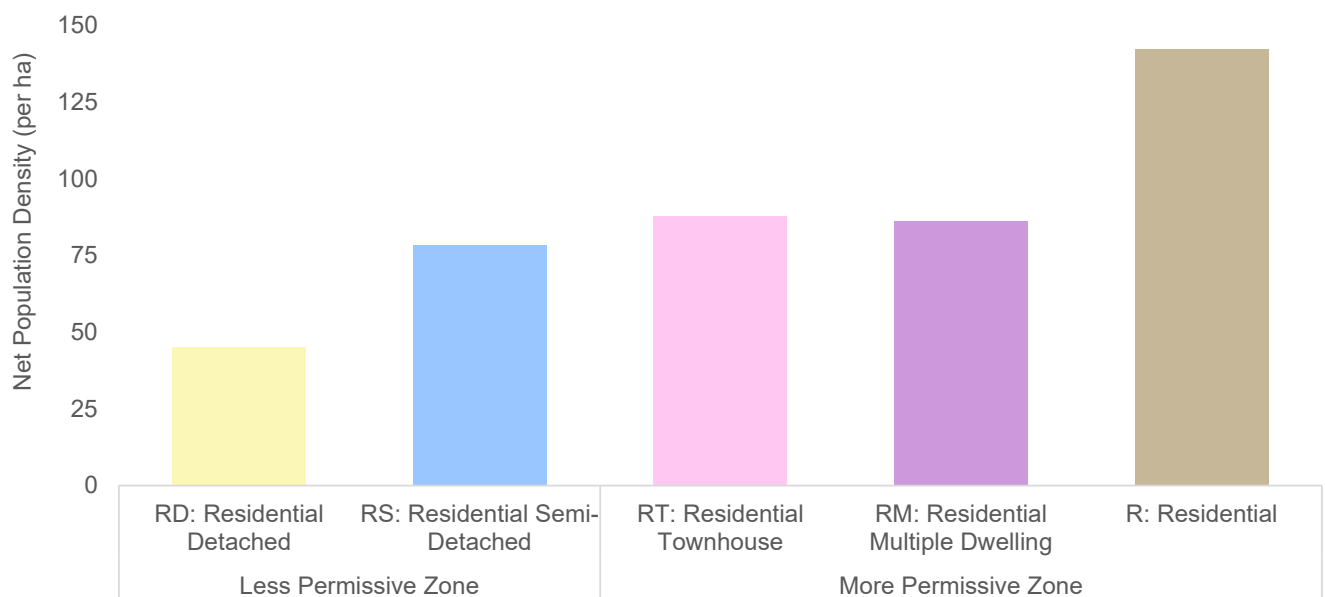
Development and Change in *Neighbourhoods*

Toronto's Official Plan describes *Neighbourhoods* as "stable but not static". Though a majority of the significant development and growth in Toronto has been directed to land use areas other than *Neighbourhoods*, these areas have also experienced change. Change in *Neighbourhoods* was analyzed through a review of Planning applications as reported in the Development Pipeline for the five-year period from 2016 to 2020. In addition, units added in *Neighbourhoods* through as-of-right construction were determined by analyzing Building Permits issued from 2011 to 2020 to identify instances where a net increase in units resulted.

Most Planning applications are submitted in areas outside of *Neighbourhoods*, however, there were almost 400 active Planning applications in *Neighbourhoods* in the Q4 2020 Development Pipeline[4] (see Map 5 on page 19). These applications contain over 16,000 units, more than four times the magnitude of units added through as-of-right Building Permits from 2011 to 2020. On a per-hectare basis, more permissive zones accommodated over nine times more proposed units through Planning applications than less permissive zones.

Table 3: Population and Dwelling Units by Zone Type (2016 Census)

Zone Type	Net Land Area (hectare - ha)	Population	Net Population Density (per ha)	Dwellings	Net Dwelling Unit Density (per ha)
Residential Detached (RD)	13,843	625,476	45	225,299	16
Residential Semi-Detached (RS)	945	73,979	78	26,486	28
Less Permissive Subtotal	**14,788**	**699,455**	**47**	**251,785**	**17**
Residential Townhouse (RT)	652	57,245	88	19,271	30
Residential Multiple Dwelling (RM)	2,085	179,426	86	70,099	34
Residential (R)	2,537	360,813	142	164,810	65
More Permissive Subtotal	**5,274**	**597,484**	**113**	**254,180**	**48**
Combined Total	**20,063**	**1,296,939**	**65**	**505,965**	**25**

* Net land area in Table 3 below is smaller than net land area in Table 2 as the calculations in Table 3 exclude *Neighbourhoods* parcels without residential populations, such as parcels occupied by community services and facilities.

Table 4: Units Added through Planning Applications (2016 - 2020)

Zone Type	Proposed Dwelling Units	Percentage of Total
Residential Detached (RD)	2,708	21%
Residential Semi-Detached (RS)	273	2%
Less Permissive Subtotal	**2,981**	**24%**
Residential Townhouse (RT)	948	7%
Residential Multiple Dwelling (RM)	2,542	20%
Residential (R)	6,203	49%
More Permissive Total	**9,693**	**76%**
Combined Total	**12,674**	**100%**

*The remaining 3,757 proposed residential units are in mixed-use or non-residential zones.

From 2011 to 2020, approximately 12,244 Building Permits were issued proposing new units as-of-right in residential zones within *Neighbourhoods* (see Appendix A for further details on selection methodology). Of this total, 8,853 Building Permits involved renovation or rebuilding in which 8,880 units were replaced and no net new units were added. These Permits are located throughout the city, but clustered most strongly along the Yonge Street corridor and in central Etobicoke (see Map 3 on page 9). The remaining 3,391 Permits resulted in intensification with a net increase of 3,761 additional residential units over what existed previously. These Permits are clustered west and east of Downtown. About one-third (32%) of intensification units proposed through Building Permits were located in less permissive zones for a total of 1,204 units, whereas two-thirds (68%) of intensification units proposed through Building Permits were located in more permissive zones for more than twice as many units (2,557).

Therefore, *Neighbourhoods* with more permissive zoning were more likely to experience intensification through a net increase in units, whereas in less permissive areas, most as-of-right Building Permits resulted in just the replacement of the existing unit (see Table 5). On a per-hectare basis, more permissive zones accommodated six times more intensification units than less permissive zones.
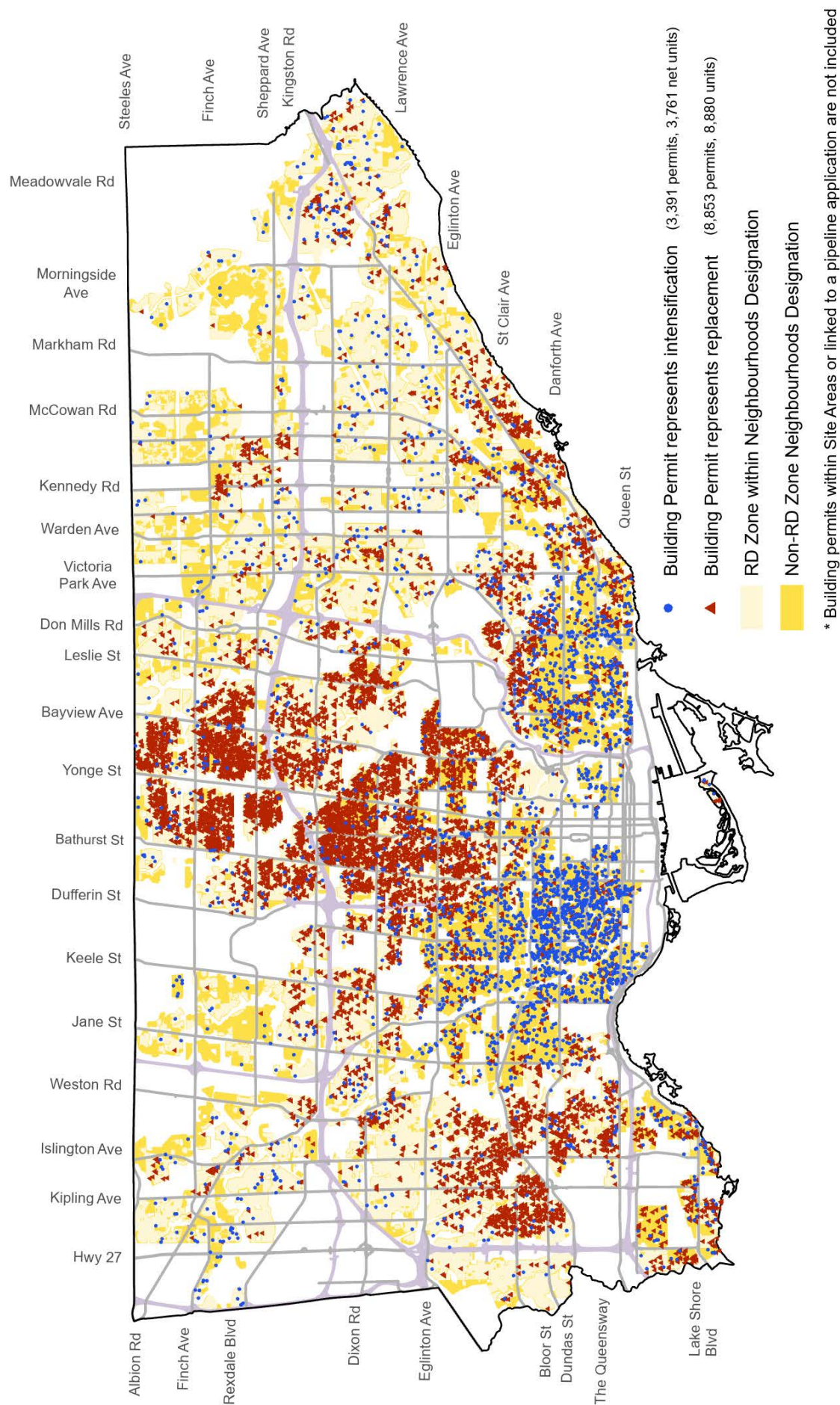
Citywide Analysis Conclusions

Despite accounting for 25% of *Neighbourhoods* land area, more permissive residential zones accommodated the majority of unit creation through both Building Permits and Planning applications. On average, more permissive zones also have significantly higher net population and dwelling unit density than less permissive zones. However, some areas with more permissive zoning have not intensified in the past ten years, and not all areas with more permissive zoning are dense. This variation is explored in the following sections through an analysis of case study areas and selected Planning applications.

Table 5: Units Added through As-Of-Right Building Permits by Zone Type (2011-2020)

Zone Type	Replacement Units		Intensification Unit		Total Units	% of Total Units that are Intensification
	Total	Percent	Total	Percent		
Residential Detached (RD)	7,414	83%	1,087	29%	8,501	13%
Residential Semi-Detached (RS)	158	2%	117	3%	275	43%
Less Permissive Subtotal	**7,572**	**85%**	**1,204**	**32%**	**8,776**	**14%**
Residential Townhouse (RT)	3	0%	11	0%	14	79%
Residential Multiple Dwelling (RM)	407	5%	368	10%	775	47%
Residential (R)	898	10%	2,178	58%	3,076	71%
More Permissive Subtotal	**1,308**	**15%**	**2,557**	**68%**	**3,865**	**66%**
Combined Total	**8,880**	**100%**	**3,761**	**100%**	**12,641**	**30%**

Map 3: Building Permit Activity in *Neighbourhoods*

Legend:

- ● Building Permit represents intensification (3,391 permits, 3,761 net units)
- ◄ Building Permit represents replacement (8,853 permits, 8,880 units)
- RD Zone within Neighbourhoods Designation
- Non-RD Zone Neighbourhoods Designation

* Building permits within Site Areas or linked to a pipeline application are not included

Source: Toronto Building, January 1 2011 to December 31 2020

Toronto City Planning, Planning Research and Analytics - September 2021

Case Study Area Analysis

To better understand the impacts of zoning at a local level, nine case study areas across Toronto were selected for more detailed analysis. Case study areas were selected based on the following criteria:

- Contains residential zone types;

- Represents different parts of Toronto with different municipal contexts;

- Represents different periods of development.

In order to compare and contrast population densities with the built environment, study area boundaries were selected to match Statistics Canada Dissemination Area boundaries (DAs).

Population and Density in Case Study Areas

As observed in the citywide analysis, more permissive zone types in the selected case study areas have higher population densities than less permissive zone types. However, the degree of difference between the zone types varies, as shown on Chart 1 on page 6 and Chart 2 on page 12. For example, in York, the RM zone was four times as dense in 2016 as the adjacent RD zone. In contrast, the R zone in East York was only slightly denser than the adjacent RS and RD zones. The lowest population densities were observed in case study areas that were exclusively zoned RD and further from Toronto's core, such as Princess Gardens and Newtonbrook East.

Population density decreased in five RD zones between 2001 and 2016 and increased in three others (see Chart 2). The largest declines in net population density in RD zones were in East York, Long Branch, and The Elms, which each had a decrease in net population density of at least 10%. The population density of R zones in older areas of the city decreased whereas in an R zone in a newer part of the city (Bedford Park), the population density increased.

Interestingly, the population density of the lone RS zone increased while the population density of the neighbouring RD and R zones decreased. These outcomes reflect the case study area selection criteria, suggesting that the period of development and first occupancy are important proxies for trends in population density and the timing of housing turnover.

For additional statistics, see Table C1 in Appendix C.
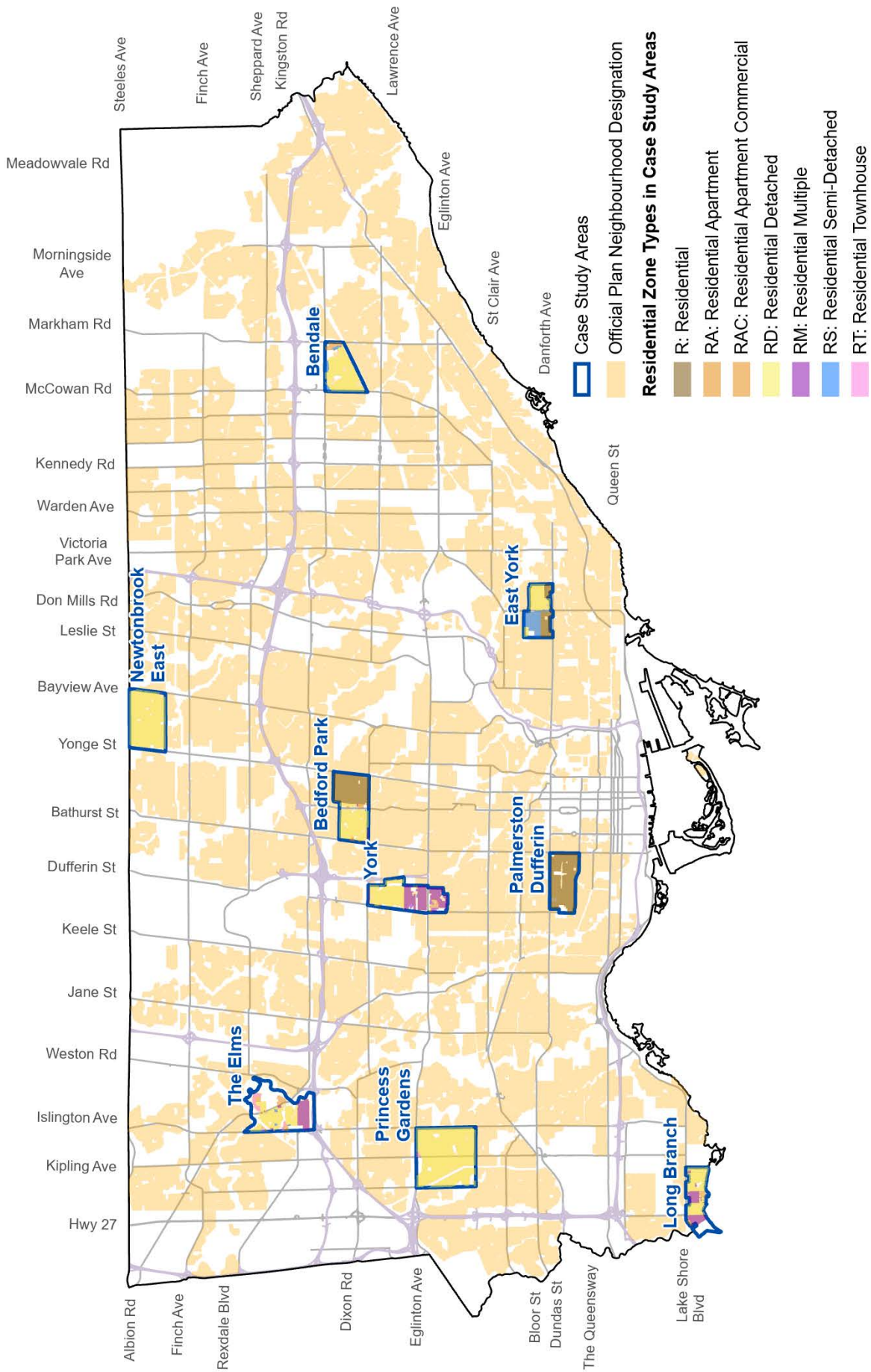
Development and Change in Case Study Areas

This section examines the degree to which intensification can be observed occurring within the case study areas and the impacts of varying levels of zoning. Specific cases, such as the RM zone within The Elms which is experiencing minimal intensification, illustrate that zoning alone is not the sole determining factor. Despite these individual differences, overall there are clear indications that more permissive areas are experiencing a higher degree of intensification than less permissive areas (see Chart 3 on page 13).

Across the less permissive RD and RS zones, 12% of the 711 units added through as-of-right Building Permits were classified as intensification. In comparison, in the more permissive R and RM zones, 55% of as-of-right Building Permit units were the result of intensification. Of the total 1,119 units added through Planning applications, 23% were located in less permissive areas and 77% were located in more permissive areas (see Chart 4 on page 14).

Less permissive zones within the case study areas accounted for 823 hectares of land, in comparison to 329 hectares for more permissive zones. On a per-hectare land area basis, more permissive zones were over three times more likely to accommodate an intensification unit through a Planning application or as-of-right Building Permit than less permissive zones (see Chart 4, and Table C2 in Appendix C for additional statistics).

Map 4: Residential Zone Types in Case Study Areas

Legend:
- Case Study Areas
- Official Plan Neighbourhood Designation

Residential Zone Types in Case Study Areas
- R: Residential
- RA: Residential Apartment
- RAC: Residential Apartment Commercial
- RD: Residential Detached
- RM: Residential Multiple
- RS: Residential Semi-Detached
- RT: Residential Townhouse

Case study areas labelled: Bendale, Newtonbrook East, East York, Bedford Park, York, Palmerston Dufferin, The Elms, Princess Gardens, Long Branch

Demographics and Socio-Economic Trends by Zone Type

More permissive and less permissive zone types within the case study areas were also compared via demographic and socio-economic conditions between 2001 and 2016. Trends relating to population, housing structure type, housing tenure, immigrant status, mobility, and income are summarized below (and see Appendix B for further details).

Population:

- Both more and less permissive zones had varying population trends depending on the case study area.

- More permissive zone types tended to have stable populations or to have lost population, while less permissive zone types were equally likely to have gained population versus lost population.

- The largest population increase was in the Bedford Park RD zone (18%), and the largest decrease in the East York R zone (-18%). From 2001 to 2016, Toronto's population grew by 10%.

Housing Structure Type:

- Less permissive zone types have predominantly single-detached houses, while more permissive zone types tend to have a wider mix of dwelling structure types, including a larger proportion of apartment buildings with less than five storeys (see Charts 5 and 6 on page 15).

- Citywide, the largest increases in structure type were apartment buildings with five or more storeys (29.9%), row houses (12.2%), and detached duplexes (10.1%).

Chart 2: Net Population Density in Case Study Areas by Zone Type, 2001 to 2016
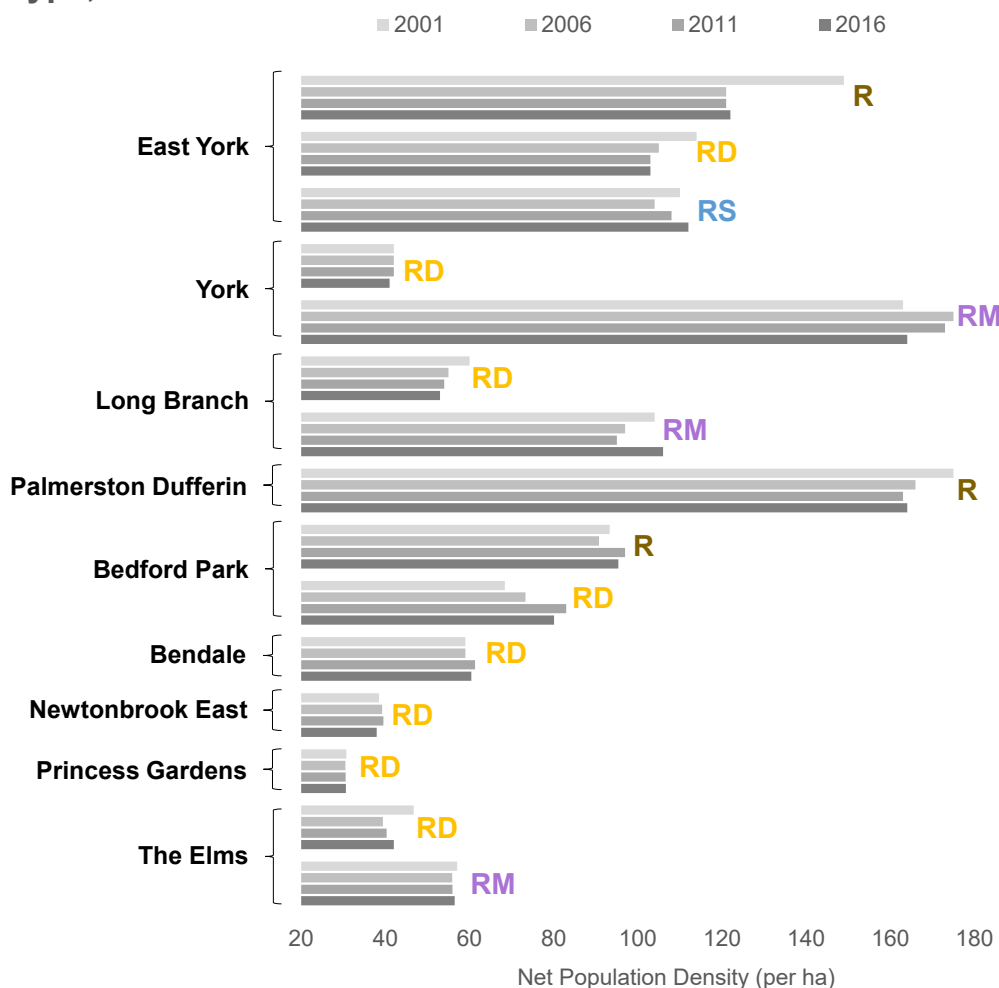
Housing Tenure:

- Less permissive zones were more likely to have a higher proportion of owned dwellings. More permissive zones had a higher proportion of rented dwellings, or an even split between owned and rented.

- Citywide, Toronto has slightly more owned dwellings than rented dwellings (53% vs 47%, respectively).

Immigration:

- More permissive zone types were more likely to have a higher proportion of immigrants than less permissive zone types.

- Citywide, Toronto's immigrant population has been nearly the same size as its non-immigrant population from 2001 to 2016.

Mobility:

- Mobility status (whether a person has moved in the last five years) has shifted towards a higher proportion of non-movers in Toronto between 2001 and 2016.

- Although this trend is reflected in most of the residential zone types, more permissive zones tend to have more movers than the less permissive zones.

Income:

- In 2016, less permissive zones had higher household incomes, averaging almost $132,000, while household incomes in more permissive zones averaged $108,000.

Chart 3: Building Permit Applications by Case Study Area and Zone Type

Horizontal stacked bar chart showing proportion of Intensification Units (yellow) and Replacement Units (grey-blue) by case study area and zone type:

- **East York** — More Permissive (RS, R): ~57% Intensification; Less Permissive (RD): ~53% Intensification
- **York** — More Permissive (RM): ~54% Intensification; Less Permissive (RD): ~17% Intensification
- **Long Branch** — More Permissive (RM): ~44% Intensification; Less Permissive (RD): ~14% Intensification
- **Palmerston Dufferin** — More Permissive (R): ~95% Intensification
- **Bedford Park** — More Permissive (R, RM): ~5% Intensification; Less Permissive (RD): ~2% Intensification
- **Bendale** — Less Permissive (RD): ~78% Intensification
- **Newtonbrook East** — Less Permissive (RD): ~3% Intensification
- **Princess Gardens** — Less Permissive (RD): ~7% Intensification
- **The Elms** — More Permissive (RM): ~25% Intensification; Less Permissive (RD): ~90% Intensification

Legend: Intensification Units (yellow), Replacement Units (grey-blue)

Case Study Area Conclusions

Analyzing the existing conditions of more and less permissive zone types provides a more detailed snapshot of the comparative composition of these areas. However, findings are limited to the case study areas selected. In addition, more and less permissive zone types in each case study area did not always follow the same pattern. For example, net population density in the more permissive RM zone in Long Branch is about half of the citywide RM zone average.

The Bedford Park case study area was an exception to several of the above findings: the more permissive zone type (R) had a higher proportion of owned dwellings and higher average household income than the less permissive zone type (RD).This suggests that there are additional intervening factors influencing demographic, socio-economic, and built form characteristics beyond zoning that require further exploration.

Despite these limitations, at an aggregated level there appears to be clear patterns in the level of intensification occurring in more and less permissive zones. In addition, more permissive zones were, on average, more diverse than less permissive zones as measured through a variety of demographic attributes such as housing structure, immigration status, and household income.

Toronto's Official Plan contains principles "for a successful Toronto", the first of which is "A City of Diversity and Opportunity". It states that "our future is one where: housing choices are available for all people in their communities at all stages of their lives". The case study area findings suggest that more permissive zone types are more successfully meeting these policy objectives than less permissive zone types.

Chart 4: Comparison of Net Land Area and Total New Intensification Units by Zone   Type

23% (257 units)

77% (862 units)

New Intensification Units

29% (329 ha)

71% (823 ha)

Net Land Area (hectares)

Less Permissive Zone

More Permissive Zone
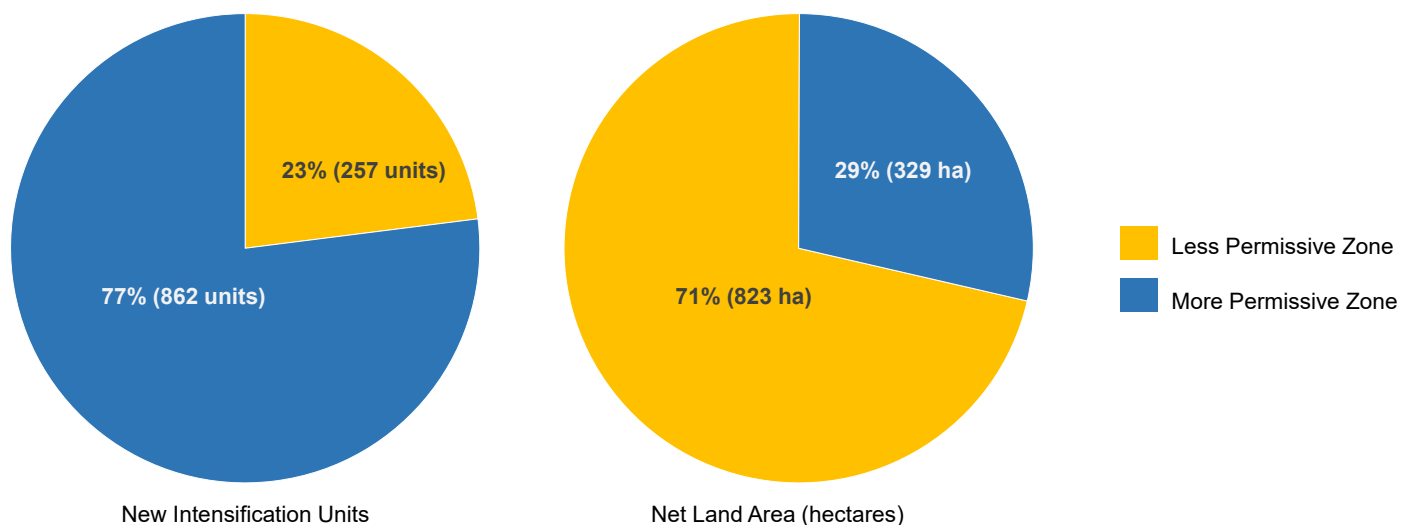
Chart 5: Proportion of Dwelling Structure Types by Case Study Area and Zone Type, 2016

Low Density Housing Form
- Single-Detached House
- Semi-Detached House

High Density Housing Form
- Apartment Building, five (5) or more storeys

Medium Density Housing Form
- Row House
- Apartment, Detached Duplex
- Apartment Building, less than five (5) storeys
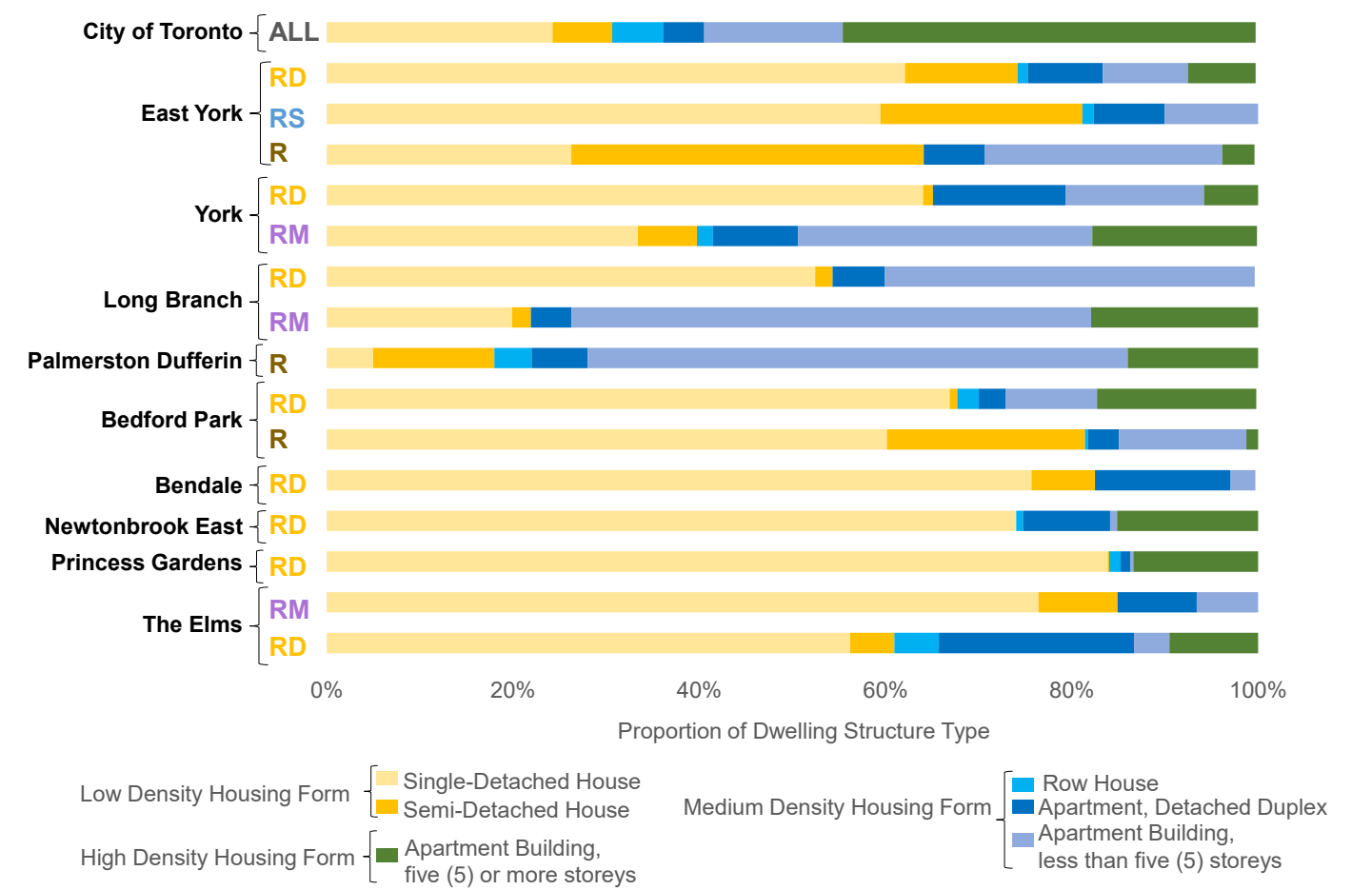
Chart 6: Proportion of Dwelling Structure Types by Zone Permissiveness in the Case Study Areas, 2016

Low Density Housing Form
- Single-Detached House
- Semi-Detached House

High Density Housing Form
- Apartment Building, five (5) or more storeys

Medium Density Housing Form
- Row House
- Apartment, Detached Duplex
- Apartment Building, less than five (5) storeys
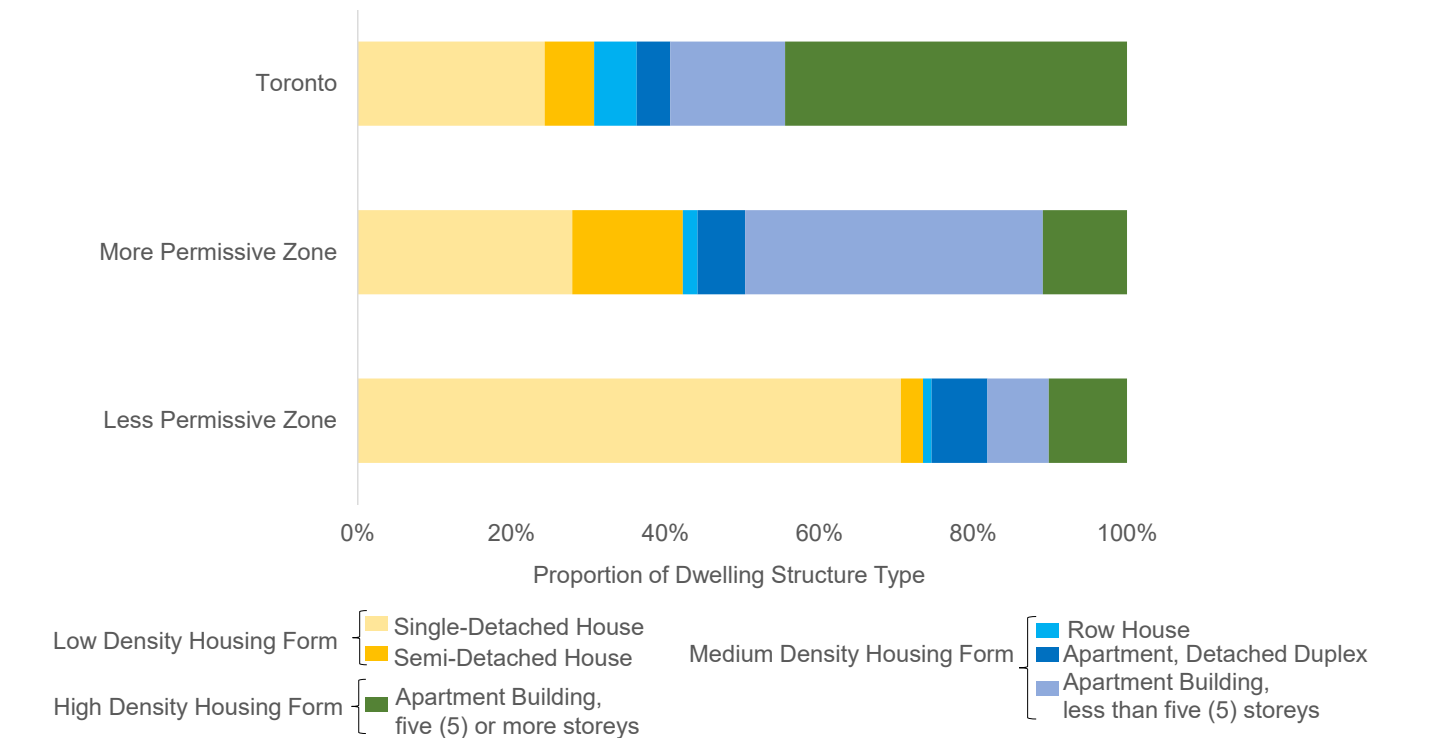
Neighbourhood Population Zoning Scenarios

As shown in the citywide analysis, net densities vary widely across residential zone types. In general, more permissive zones have higher population densities than less permissive zones. Within less permissive zones, RD areas have lower population densities than RS zones. For discussion purposes, this section considers what the population of *Neighbourhoods* could be through the implementation of policy changes such as those being considered through the Expanding Housing Options in Neighbourhoods initiative. The estimates presented in this section are subject to change as the policy options are refined through ongoing discussion and consultation.

To estimate population potential, the following four scenarios were applied to 2016 base numbers shown in Table 6A.

Scenario 1: The future net population density for RD zones is assumed to achieve a mix of densities based on current RS and RD levels. For this scenario, it was assumed that 25% of the RD area intensifies to the same density as RS zones today (78 people per hectare), while the remaining 75% remains at the current RD density (45 people per hectare). The net combined density would be 53 persons per hectare for RD zones in Scenario 1.

Scenario 2: The future net population density for all RD zones (45 people per hectare) increases to that of RS zones (78 people per hectare).

Scenario 3: The future net population density for all RD zones (45 people per hectare) and RS zones (78 people per hectare) increases to that of RM zones (86 people per hectare).

Scenario 4: The future net population density for all RD zones (45 people per hectare) and RS zones (78 people per hectare) increases to that of RM zones

(86 people per hectare). In addition, the future net population density of all RM zones (86 people per hectare) increases to that of R zones (142 people per hectare).

This approach explicitly does not consider market factors such as absorption potential and financial viability, constraints such as construction sector labour capacity, and the length of time that would be required for these densities to materialize. These factors would be necessary to consider in developing population projections for policy and regulatory options considered under the Expanding Housing Options in Neighbourhoods initiative.

In addition, the methodological approach applied for estimating the population potential under these various scenarios has the following limitations:

1. An assumption that net density increases are only occurring to RD, RS, or RM zones whereas it

Table 6A: Neighbourhood Population Zoning Scenarios

Zone Type	2016 Population	Scenario 1 RD Density = 25% RS Density, 75% RD Density	Scenario 2 RS Density Minimum for Less Permissive	Scenario 3 RM Density Minimum for Less Permissive	Scenario 4 RM Density Minimum for Less Permissive, R Density Minimum for More Permissive
Residential Detached (RD)	625,476	740,000	1,084,000	1,191,000	1,191,000
Residential Semi-Detached (RS)	73,979	74,000	74,000	81,000	81,000
Less Permissive Total	**699,455**	**814,000**	**1,158,000**	**1,272,000**	**1,272,000**
Residential Townhouse (RT)	57,245	57,000	57,000	57,000	57,000
Residential Multiple Dwelling (RM)	179,426	179,000	179,000	179,000	297,000
Residential (R)	360,813	361,000	361,000	361,000	361,000
More Permissive Total	**597,484**	**597,000**	**597,000**	**597,000**	**715,000**
Combined Total	**1,296,939**	**1,411,000**	**1,755,000**	**1,869,000**	**1,987,000**
Net Increase over 2016 Population		114,061	458,061	572,061	690,061

is likely that density changes may occur in all zones simultaneously. For simplicity, this approach also does not consider the existing trends of growth and decline that are currently being experienced in *Neighbourhoods*.

2. The application of citywide density figures does not take into consideration the unique constraints and opportunities that may alter density levels in individual neighbourhoods.

3. A reliance on historical averages where proposed policy changes are creating new conditions for Toronto, such as allowing Garden Suites and Provincial policy related to Major Transit Station Areas.

4. The approach does not take in consideration the length of time that elapsed for the existing densities and built form in Toronto's *Neighbourhoods* to manifest themselves.

5. This approach also does not consider rates of housing turnover nor the average duration of dwelling unit construction in *Neighbourhoods.*

Under these scenarios, the less permissive zones could house an additional 115,000 to 573,000 people, a population increase of 16.4% to 81.9% of the 2016 population, respectively. The more permissive zones could house an additional 118,000 people in Scenario 4, an estimated increase of 19.7%. These magnitudes of intensification would represent a significant transformation of large areas of the city, occurring over decades.

To achieve the density levels described in Scenario 4 would require the conversion or replacement of entire areas of semi-detached and single detached housing with residential multiples, or significant numbers of additional units in the form of laneway

suites, garden suites, and secondary suites. These hypothetical scenarios illustrate the magnitude of variations that could occur from replacing the context specific zoning that is sensitive to the evolution of a neighbourhood to the highest residential density permissions. Even under the most conservative scenario (Scenario 1), these changes could result in a meaningful increase to the diversity of housing options across the city.

Table 6B: Neighbourhood Population Zoning Scenarios versus 2016 Population

Zone Type	Scenario 1 RD Density = 25% RS Density, 75% RD Density	Scenario 2 RS Density Minimum for Less Permissive	Scenario 3 RM Density Minimum for Less Permissive	Scenario 4 RM Density Minimum for Less Permissive, R Density Minimum for More Permissive
Residential Detached (RD)	115,000	459,000	566,000	566,000
Residential Semi-Detached (RS)	-	-	7,000	7,000
Less Permissive Total	**115,000**	**459,000**	**573,000**	**573,000**
Residential Townhouse (RT)	-	-	-	-
Residential Multiple Dwelling (RM)	-	-	-	118,000
Residential (R)	-	-	-	-
More Permissive Total	**-**	**-**	**-**	**118,000**
Combined Total	**115,000**	**459,000**	**573,000**	**691,000**

*The total population potential varies from those in Table 6A due to rounding.

Planning Application Analysis

To illustrate the range and magnitude of "missing middle" intensification in *Neighbourhoods,* the Development Pipeline was filtered to select residential or mixed use applications proposing buildings of four or less storeys in height and that contained more than one proposed unit. From the original 400 applications and 16,000 proposed residential units in the citywide analysis, the filtered "missing middle" applications included 116 Planning applications approved or built in *Neighbourhoods* between 2016 and 2020. These applications contain 4,028 units, a greater quantity of units than were added through as-of-right Building Permits over a longer timeframe (2011 to 2020).

The filtered applications were reviewed to determine the type of built form and land use change that occurred in each case. A set of intensification typologies was created and used to classify each application, which are listed in Table 7. These 116 Planning applications represent a variety of intensification typologies within *Neighbourhoods*, spanning adaptive re-use of older structures, large-site redevelopment, lot assembly, conversion of land from non-residential to residential uses, and residential infill. Of the 4,028 proposed residential units, almost half (46%) were part of large-site redevelopment projects that made up less than one-fifth of the selected applications (17%), often townhouse subdivisions on former school sites in inner suburban areas of Scarborough, Etobicoke and North York.

The remaining half (54%) of proposed "missing middle" residential units in Planning applications were smaller-scale developments, ranging from low-rise multi-residential buildings to the intensification or infill of existing housing forms. Both of these development types, proposed through Planning applications and as-of-right Building Permits, were clustered in *Neighbourhoods* within the former City of Toronto, particularly in areas to the west of Downtown (see Map 5 on page 19). This pattern suggests that market conditions and zoning each play roles in the development of "missing middle" housing typologies.
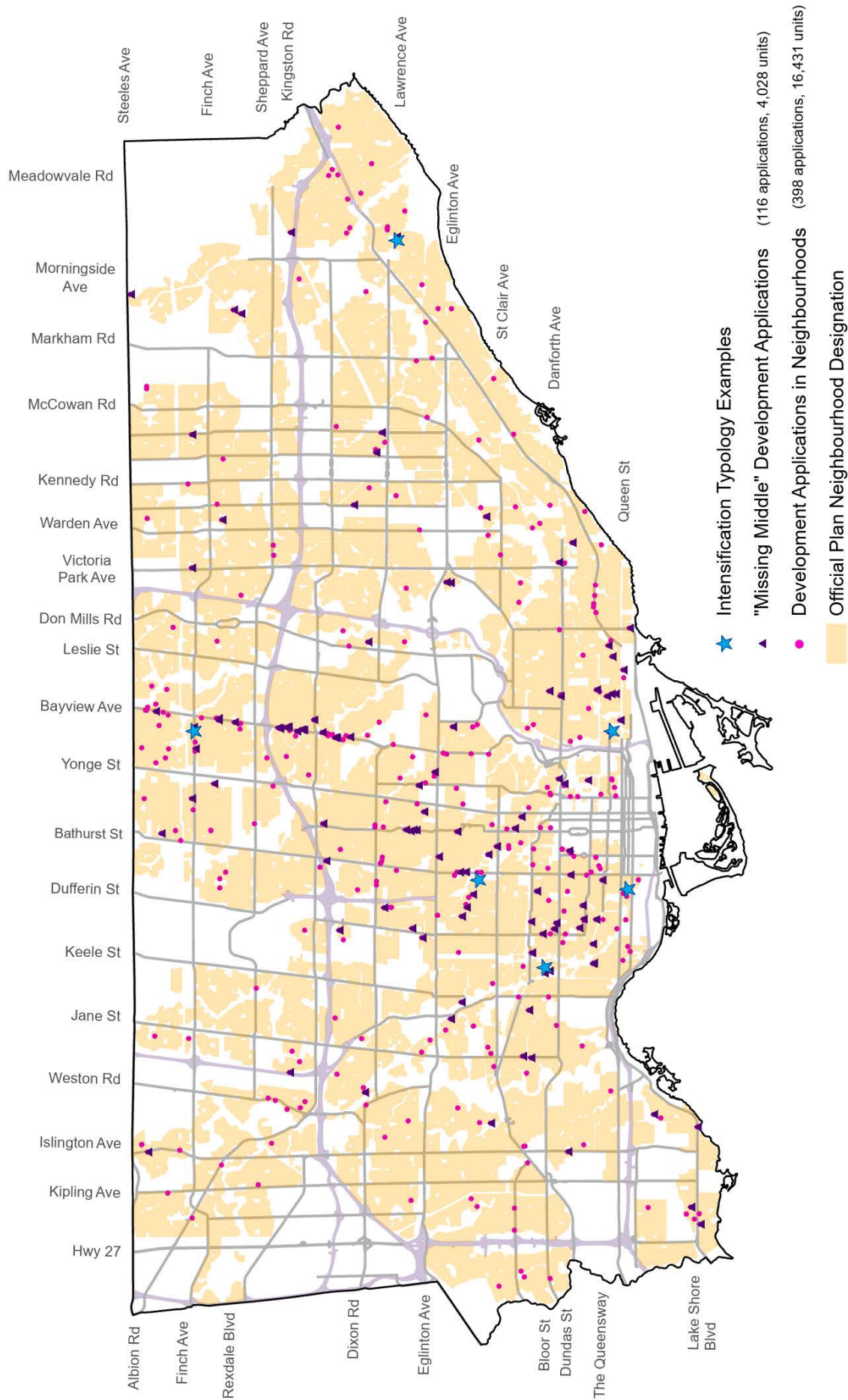
Built Form Examples of Intensification Typologies

Individual examples of the six intensification typologies that have been built and occupied are shown in Table 8 on pages 20-21. These examples were proposed prior to the launch of the Expanding Housing Options in Neighbourhoods initiative.

Table 7: Development Pipeline in *Neighbourhoods* by Intensification Typology

Intensification Typology	Proposed Dwelling Units	% of Proposed Dwelling Units	Applications	Average Units per Application
Adaptive re-use	212	5%	7	30
Large site redevelopment	1,852	46%	20	93
Lot assembly	583	14%	30	19
Residential conversion	925	23%	25	37
Residential infill	204	5%	23	9
Residential intensification	244	6%	10	24
Other typologies	8	0%	1	8
Grand Total	**4,028**	**100%**	**116**	**35**

Map 5: Development Pipeline Activity in *Neighbourhoods*

Intensification Typology Examples

"Missing Middle" Development Applications   (116 applications, 4,028 units)

Development Applications in Neighbourhoods   (398 applications, 16,431 units)

Official Plan Neighbourhood Designation

Steeles Ave
Finch Ave
Sheppard Ave
Kingston Rd
Lawrence Ave
Meadowvale Rd
Morningside Ave
Markham Rd
McCowan Rd
Kennedy Rd
Warden Ave
Victoria Park Ave
Don Mills Rd
Leslie St
Bayview Ave
Yonge St
Bathurst St
Dufferin St
Keele St
Jane St
Weston Rd
Islington Ave
Kipling Ave
Hwy 27

Eglinton Ave
St Clair Ave
Danforth Ave
Queen St

Albion Rd
Finch Ave
Rexdale Blvd
Dixon Rd
Eglinton Ave
Bloor St
Dundas St
The Queensway
Lake Shore Blvd

Table 8: Toronto Examples of Intensification Typologies

Intensification Typology & Details	Original Built Form	New Built Form
Adaptive Re-use 243 Perth Ave Proposed units: 39 Approved by City Council 2012		
Large-site Redevelopment 280 Manse Rd Proposed units: 76 Approved through mediation at Ontario Municipal Board in 2017		
Lot Assembly 238 Finch Ave E Proposed units: 58 Approved by City Council in 2013		

Table 8 continued

Intensification Typology & Details	Original Built Form	New Built Form
Residential Conversion 13-17 Cummings St Proposed units: 4 Approved by City Planning Division in 2017		
Residential Infill 243 Niagara St Proposed units: 4 Approved by City Planning Division in 2019		
Residential Intensification 160-162 Kenwood Ave Proposed units: 9 Approved by City Planning Division in 2016		

Planning Application Analysis Conclusions

The activity occurring in the Development Pipeline illustrates that intensification in "missing middle" typologies is happening throughout Toronto, including in *Neighbourhoods*. Of the approximately 16,000 proposed residential units in the current Pipeline across *Neighbourhoods,* "missing middle" typologies represent around 4,000 units or about 25%. Approximately half of these proposed residential units are a part of larger developments such as school site redevelopments. The remaining 2,200 residential units proposed in residential infill, conversion, intensification and other finer-grain projects represent around 13% of all residential units proposed in *Neighbourhoods.*

Grouping built form changes into broad typologies can help policy makers understand the type and magnitude of change occurring. Further, studying the approval process and built outcomes of completed typology examples can inform potential policies being considered through the Expanding Housing Options in Neighbourhoods initiative.

Summary

Reviewing the existing conditions of *Neighbourhoods* at the scales of the city, case study areas, and Planning applications provides insight into the different types of change occurring in more and less permissive zone types. When compared at a broad level through citywide analysis, more permissive zones tend to be denser and to have experienced more intensification than less permissive zones, suggesting that zoning directly influences and reflects built form outcomes.

However, the reality and contexts of individual neighbourhoods across Toronto are more complicated. For example, while the RM zone in Long Branch and R zone in East York both allow many types of different housing forms and have higher net population densities than their respective RD zones, population density has been stable in Long Branch while declining in East York. Further, the RM zone in York allows the construction of duplexes, but according to the Census, they have decreased in number from 2006 to 2016 by 10%, while the collective number of detached, semi-detached, and row houses has increased by 7% (see Appendix B for more detail).

Analysis of Planning applications in the Development Pipeline demonstrates that different types of projects fitting the definition of "missing middle" housing are being built across Toronto, but the relative scale of the units produced from these projects is small. Out of the 500,000 total proposed residential units in Development Pipeline projects active between 2016 and 2020, approximately 4,000 units (0.8%) were "missing middle" type units.

Cities are complex urban systems, and there are undoubtedly factors beyond zoning that influence the change occurring in *Neighbourhoods*, including: market factors such as land value and economics, market demand for different housing typologies, the age and quality of existing housing stock, and access to transportation, jobs, and services.

It is important to note that Toronto is a mature city in which the vast majority of land has already been developed. Though existing RM zones may be denser on average than RD zones with a broader range of housing, increasing permissions in RD zones is unlikely to result in an immediate increase to population densities and built-form diversity. In most cases, these neighbourhoods have had multiple decades to reflect the varying levels of development permissions contained within the residential zones. In complex urban environments, change generally occurs gradually over long periods of time in response to influencing factors.

Despite this complexity, the research contained within this Bulletin illustrates that zoning does play an important role in shaping the outcomes of Toronto's *Neighbourhoods*. Although many intervening variables are also important, potential zoning changes being considered through the Expanding Housing Options in Neighbourhoods initiative could result in gradual shifts to the densities and demographics of residential areas. Excluding rights-of-way, areas classified as having less permissive residential zoning occupy approximately 15,500 hectares, with an additional 5,600 hectares in more permissive zones. Over a large geography, even modest increases in the rates of ground-related intensification in *Neighbourhoods* could have a meaningful impact in delivering a more diverse and geographically dispersed housing supply in Toronto.

Increasing housing options in existing *Neighbourhoods* will likely result in a greater diversity of housing types, and correspondingly meet the needs of a broader array of households. The objectives of potential policy changes being considered through the Expanding Housing Options in Neighbourhoods initiative include increased active transportation, the ability to age in place, stable population growth, reduced climate change impacts through a more compact urban form, and a more efficient utilization of infrastructure and services.

This bulletin presents research evidence from *Neighbourhoods* within Toronto showing that more permissive zoning is associated with a greater variety of housing and tenure types, higher densities, a more diverse range of household incomes, and a larger proportion of immigrants. Ongoing research and regular monitoring of the impacts of policy changes will be critical in ensuring that the broader objectives of the Expanding Housing Options in Neighbourhoods initiative are being achieved.

Appendices

## Appendix A: Methodology

Citywide Analysis

Net Population and Dwelling Density

Net population and dwelling density were calculated using data from Statistic Canada's 2016 Census at the Dissemination Block (DB) level, and net land area from parcels with the *Neighbourhoods* land use designation. To combine the geographies, DB points were used.

DB points are located in the centre of each block, and at times fall outside of the residential parcels they cover and instead in a street right-of-way or park – see the blue highlighted points in Map A1 below for an example. To avoid excluding population and dwelling data from these types of blocks, the selection criteria for calculating net population density was expanded to include all DB points within 10 metres of a *Neighbourhoods* parcel. These points were then aggregated by zone type using the 2021 citywide zoning layer, and divided by the corresponding net land area for each zone type.

Net land area includes parcels designated *Neighbourhoods,* excluding *Neighbourhoods* parcels without residential populations such as those containing community services and facilities (e.g. schools, places of worship, libraries, arenas, or community centres), and parks. As *Neighbourhoods* are related to occupiable land, net land area does not include street rights-of-way. The net land area parcels were also aggregated by zone type using 2021 citywide zoning information.

Map A1: Dissemination Block (DB) Point Location in
Neighbourhoods
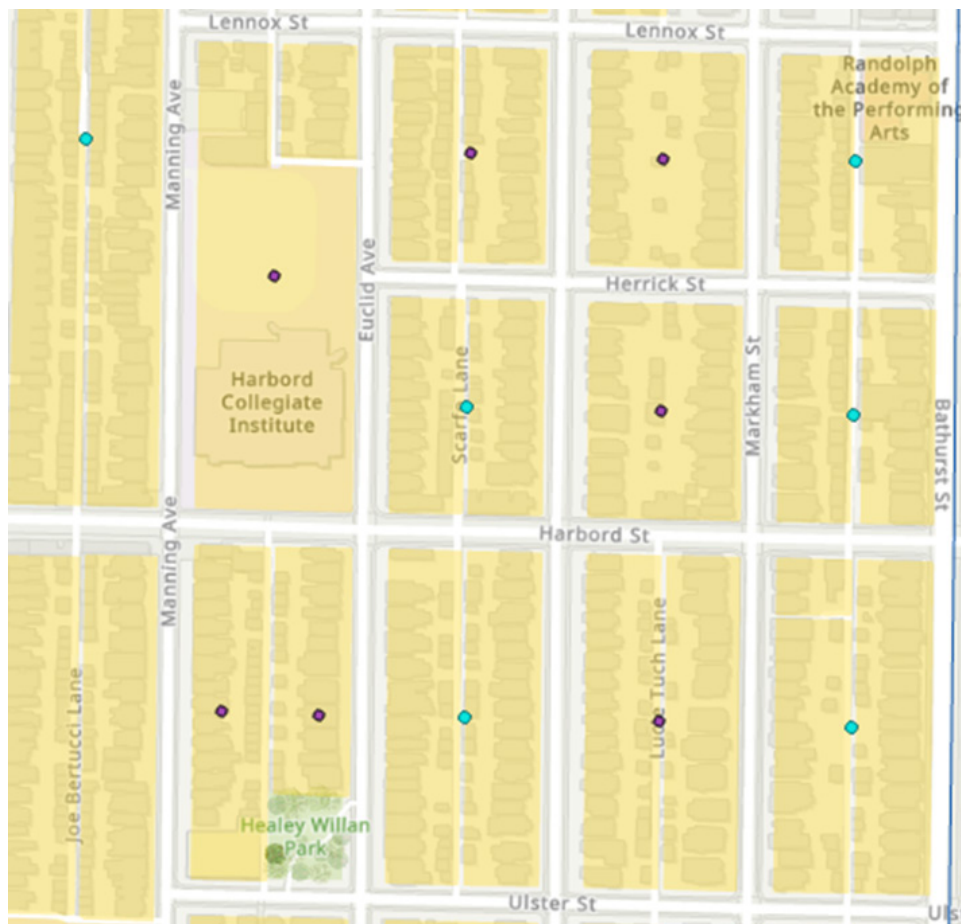
Building Permits

To determine the type and degree of built-form change occurring in *Neighbourhoods*, Toronto Building Division Building Permits from 2011 to 2020 were geocoded and analyzed. Over 120,000 Building Permits were filtered to approximately 60,000 Permits with the following criteria:

- Located in *Neighbourhoods*;

- Not related to an application in the Development Pipeline;

- Related Building Permits were included;

- Committee of Adjustment applications were not included.

Of these Permits, the descriptions of work being undertaken for New House and Demolition permits were analyzed to determine whether they belonged to one of two typologies: Permits where units were being replaced or renovated, or Permits where net new units were being added through intensification.

Over the ten-year period, 12,244 permits were issued proposing new residential units within residential zone types. These permits formed the basis of the analysis. Approximately 72% or 8,853 permits were issued solely for renovation or rebuilding projects where 8,975 units were replaced and no net new units were added. Around 28% or 3,391 Permits were issued for intensification, with 3,761 net new units being added as a result. Of these 3,391 intensification Permits, 71 Permits representing 95 units contained both a replacement and an intensification element and were classified as intensification Permits.

Permits for unit replacement (no net increase in units) are concentrated around Yonge Street from midtown northward, and in the central area of Etobicoke. Permits for intensification, where one or more net new units was created, are focused in residential areas east and west of Downtown.

More permissive residential zones (R, RT, or RM) contained 66% of the unit intensification Permits in *Neighbourhoods*, despite accounting for only 25% of *Neighbourhoods* land area.

Development Pipeline

Development activity was collected from the 2020 Q4 Development Pipeline which includes all development projects led by Planning applications that were active between 2016 and 2020.[5] There were 398 Planning applications and 16,431 proposed residential units in *Neighbourhoods*.

Case Study Area Analysis

Case study area analysis was completed in 2019 and zoning geographies are those that were current at that time (i.e. the 2018 extract of the City of Toronto Zoning By-law 569-2013). This analysis was retained rather than updated to the current 2021 zoning as there has been negligible change to residential zone types within the case study areas. Only the York and Newtownbrook East study areas experienced any change in residential zoning, limited to five parcels in York and one parcel in Newtownbrook East.

The existing housing and demographics of case study areas were analyzed through sources which include: Statistics Canada Census of Population for the years 2001, 2006, 2011, and 2016, and geospatial land area data from parcels with the *Neighbourhoods* land use designation. All data corresponds to areas designated *Neighbourhoods* within the case study areas.

In order to use Census demographic data, study area boundaries were selected to match Statistics Canada Dissemination Areas (DAs). DA-level data was used to calculate net population density, and to aggregate and analyze demographic and socio-economic trends by zone type.

To calculate net population density, all DAs and parcels designated *Neighbourhoods* within case study areas were selected. Population and land use data was excluded from DAs that were predominantly zoned RA or RAC. When DAs contained significant population outside areas designated *Neighbourhoods*, this data was excluded using population by structure type data from a custom Census tabulation. In The Elms study area, three DAs (one predominantly RD, two predominantly RT) were excluded entirely due to volatility in the Census data.

All data from DAs in case study areas were included in the analysis of demographic and socio-economic trends by zone type. As a result, the demographic and socio-economic data (while predominantly drawn from areas within *Neighbourhoods*) includes data from areas adjacent to but outside *Neighbourhoods* and within the same DA. See Map A2 below for an example in the Bedford Park case study area, with areas outside *Neighbourhoods* but inside the DA, circled in black.

The impact of the inclusion of this data on the analysis is minimal, as demographic and socio-economic trends were analyzed at an aggregate level for each zone type and case study area and then further aggregated to more permissive and less permissive zone types for comparison.

Map A2: Extension of Dissemination Area (DA) beyond *Neighbourhoods* designation
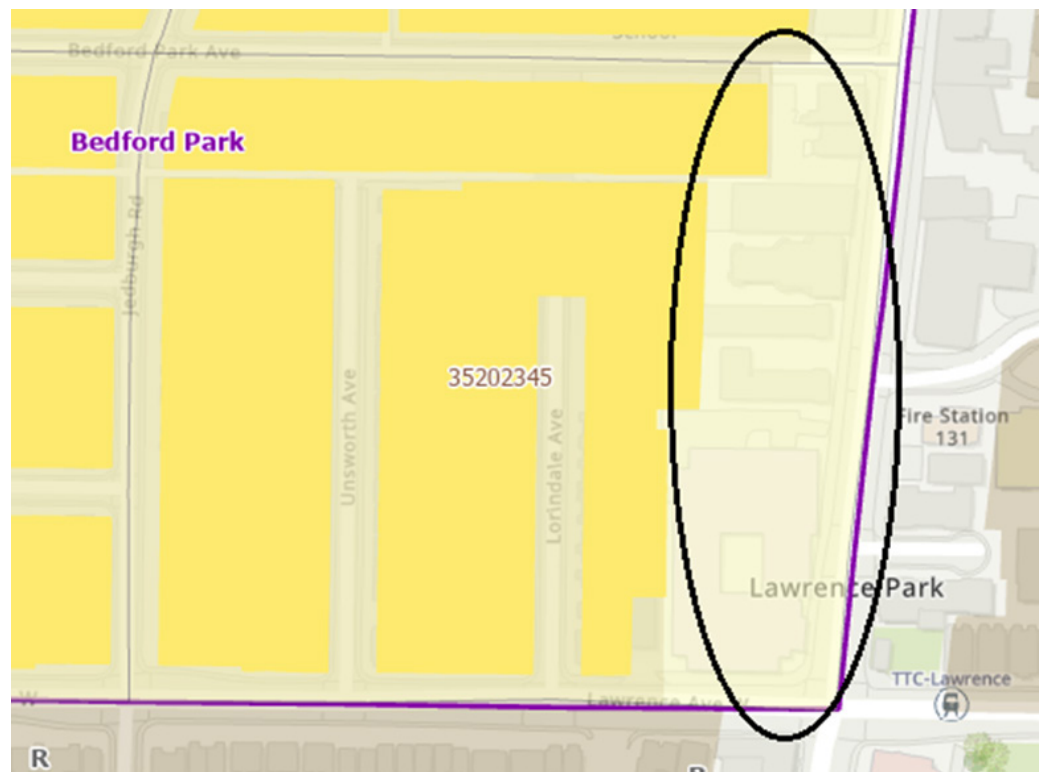
Appendix B: Case Studies

East York

The first case study area is in the former municipality of East York, with the approximate boundaries of Coxwell Avenue to the west, Barker Avenue and Lumsden Avenue to the north, Main Street to the east, and Danforth Avenue to the south (see Map B1 below). This case study area is within Ward 19, where staff were directed to include opportunities for a "missing middle" pilot area consultation. It includes adjacent Residential, Residential Semi-Detached, and Residential Detached zones.

The East York study area contains approximately 99 hectares of land designated *Neighbourhoods*, of which 28% is in the Residential (R) zone, 42% is in the Residential Detached (RD) zone, and 28% in the Residential Semi-Detached (RS) zone. In 2016, it had a population of 11,607, which is an 8.7% decrease from 2001 but a slight increase from 2006 and 2011. Population decreased in both the R and RD zones, but increased in the RS zone. Population density is the highest in the R zone with an average of 122 persons per hectare in 2016, and lowest in the RD zone, with an average of 103 persons per hectare.

Map B1: East York Case Study Area
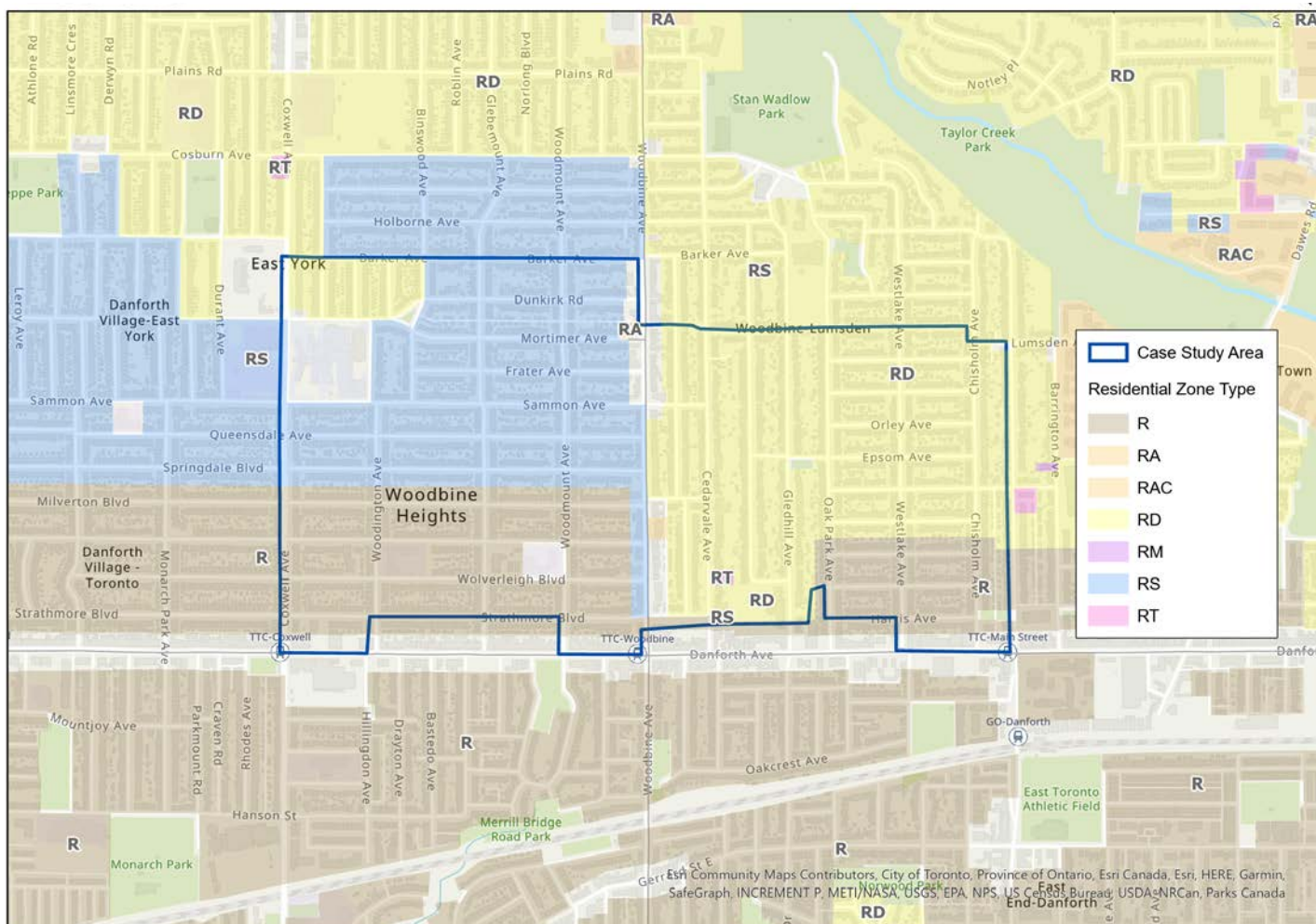
Source: Zoning By-law 569-2013, Esri Canada

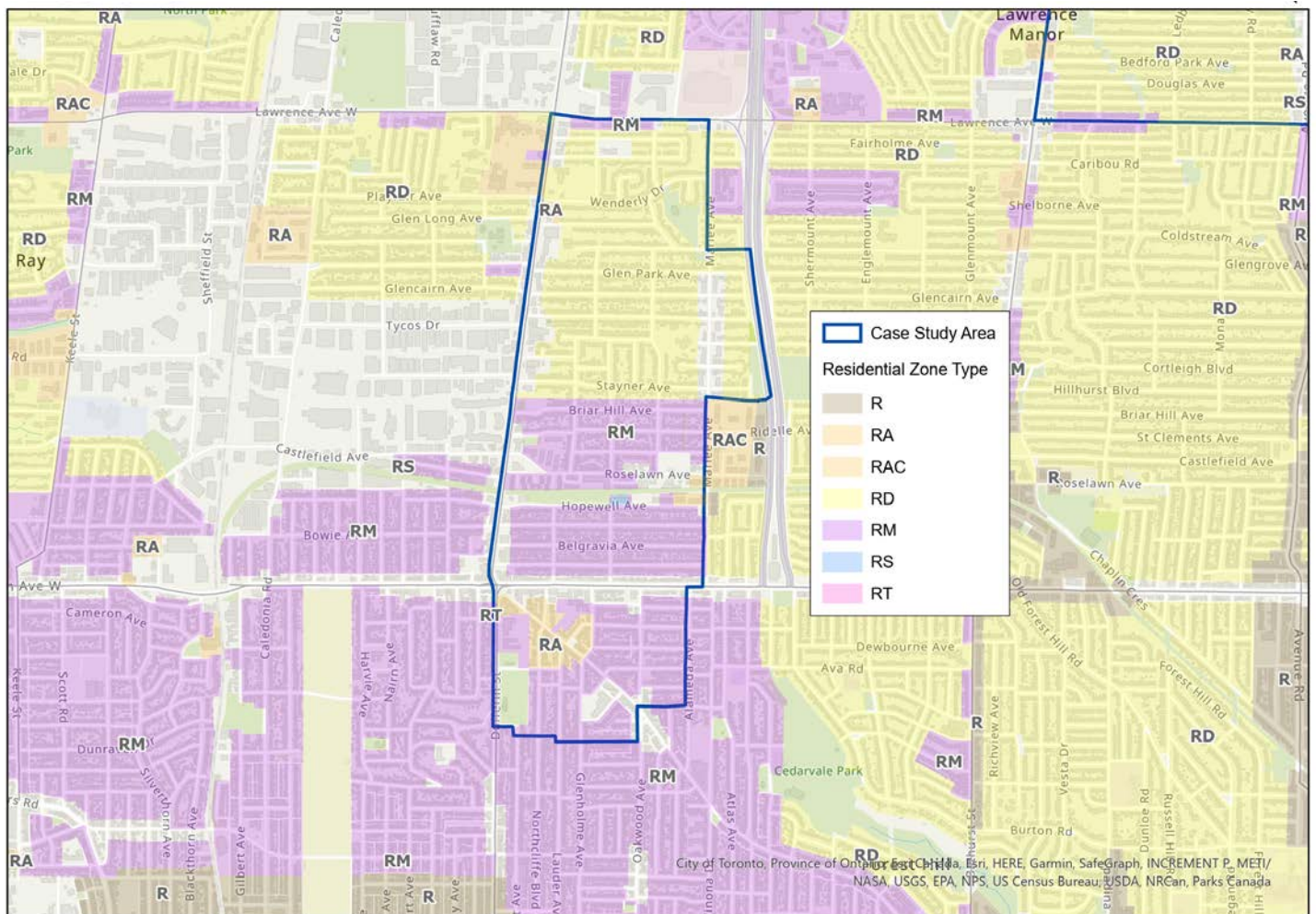Toronto City Planning, Planning Research and Analytics - September 2021

York

The second case study area is in the former municipalities of York and North York, with the approximate boundaries of Dufferin Street to the west, Lawrence Avenue West to the north, Marlee Avenue to the east, and Amherst Avenue to the south (see Map B2 below). This area includes adjacent Residential Detached and Residential Multiple Dwelling zones.

In the York study area, 123 hectares of land area designated *Neighbourhoods* are almost evenly split between the Residential Detached (RD) zone (50%)

and Residential Multiple Dwelling (RM) zone (47%). The 2016 population of the overall area was 15,672, which has remained stable since 2001. A 4.1% population decrease in the RD zone since 2001 has been offset by a 0.8% population increase in the RM zone. Though they cover a similar geographic area, the RM zone has a population approximately 3.8 times higher than the RD zone (9,564 people compared to 2,502), and accordingly a higher population density of 164 persons per hectare compared to 41 persons per hectare.

Map B2: York Case Study Area

Source: Zoning By-law 569-2013, Esri Canada

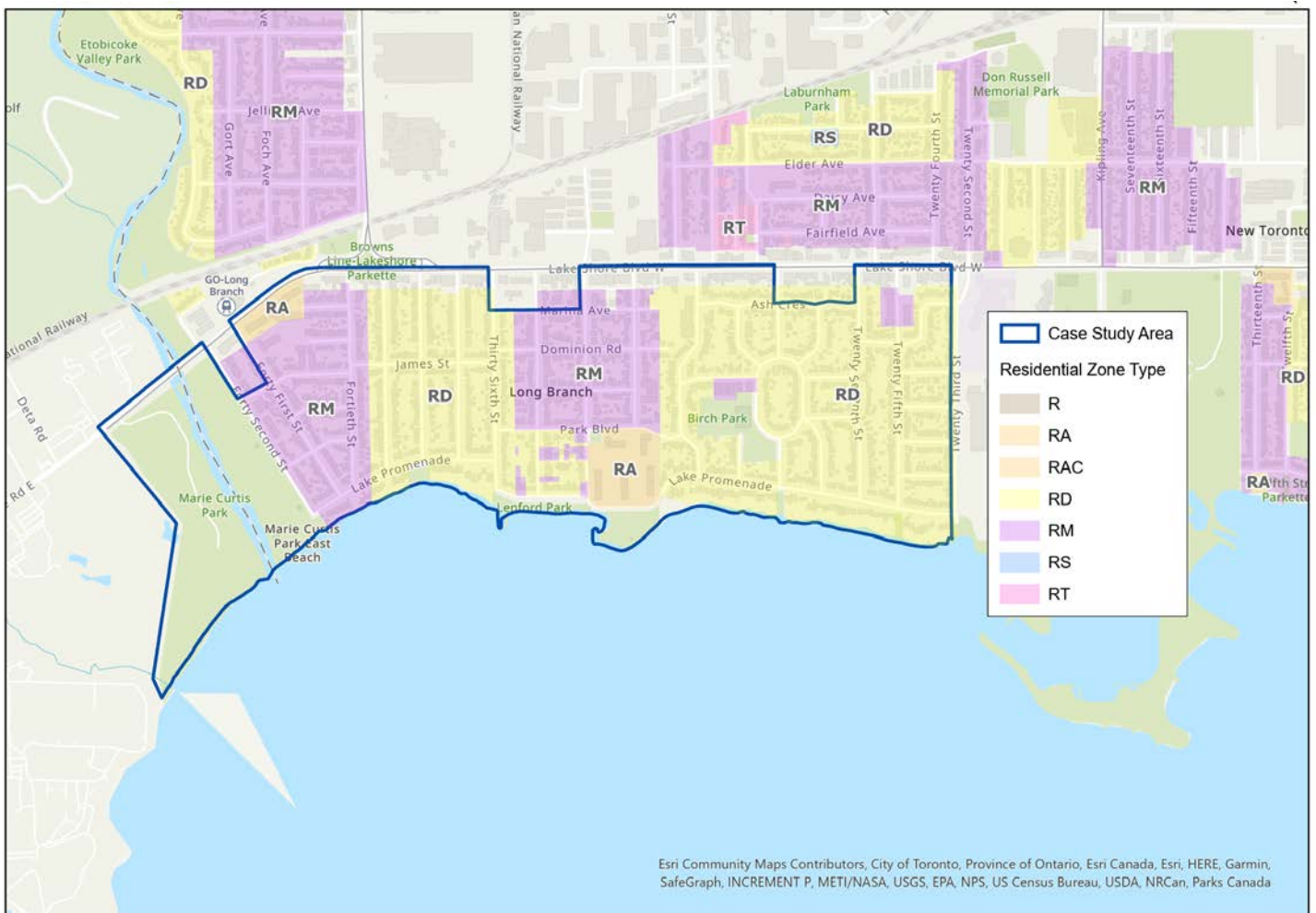Toronto City Planning, Planning Research and Analytics - September 2021

Long Branch

Long Branch, in the former municipality of Etobicoke, is the third case study area with the approximate boundaries of Forty Second Street to the west, Lake Shore Boulevard West to the north, Twenty Third Street to the east, and Lake Ontario to the south (see Map B3 below). It includes adjacent Residential Detached and Residential Multiple Dwelling zones.

Long Branch is composed of the Residential Detached (RD) and Residential Multiple Dwelling (RM) zones, the former accounting for

69% of Long Branch's 79 hectares of designated *Neighbourhoods* land area and the latter for 30%. Its overall population has decreased 5.5% from 2001 to a 2016 total of 7,014. Similarly to the York case study area, population growth in the RM zone (2.2%) has offset population decline in the RD zone (-10.6%) between 2001 and 2016. The RM zone population density is roughly double that of the RD zone, with 106 persons per hectare compared to 53 persons per hectare.

Map B3: Long Branch Case Study Area

Source: Zoning By-law 569-2013, Esri Canada

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Palmerston-Dufferin

The fourth case study area is in the former municipality of Toronto, with the approximate boundaries of Dufferin Street to the west, Bloor Street West to the north, Bathurst Street to the east, and College Street to the south (see Map B4 below). This area is almost entirely composed of the Residential zone. It was included as a central urban context, and because it has a high concentration of residential Building Permits for infill development.

The Palmerston-Dufferin study area is one of a few case study areas that has only one residential zone type, the Residential (R) zone, which comprises 99% of the area's 109 hectares designated *Neighbourhoods*. Population has decreased by 7.8% to 18,032 from 2001 to 2016, though it increased slightly between 2011 and 2016. Population density in the R zone is 164 persons per hectare.

Map B4: Palmerston-Dufferin Case Study Area
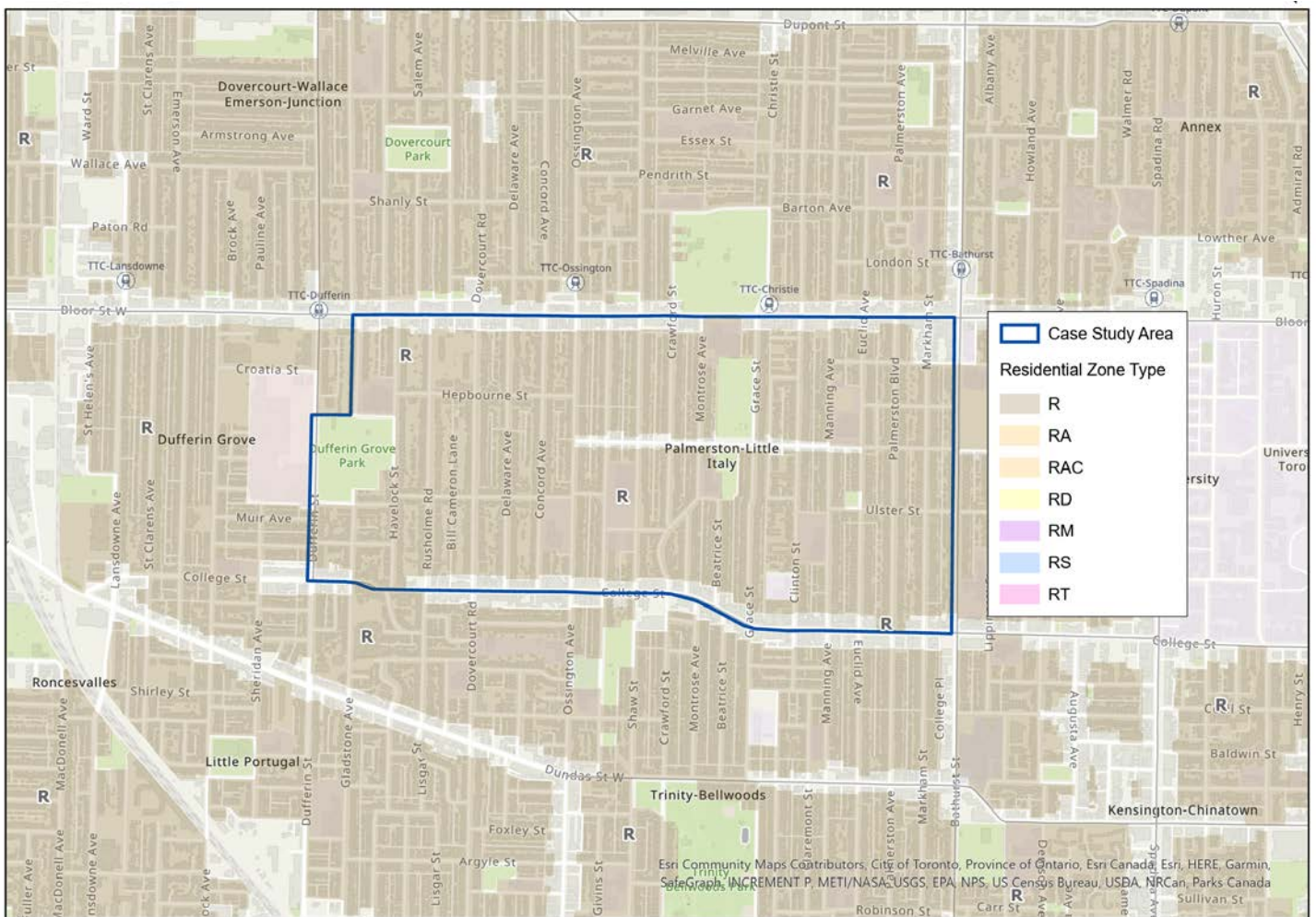
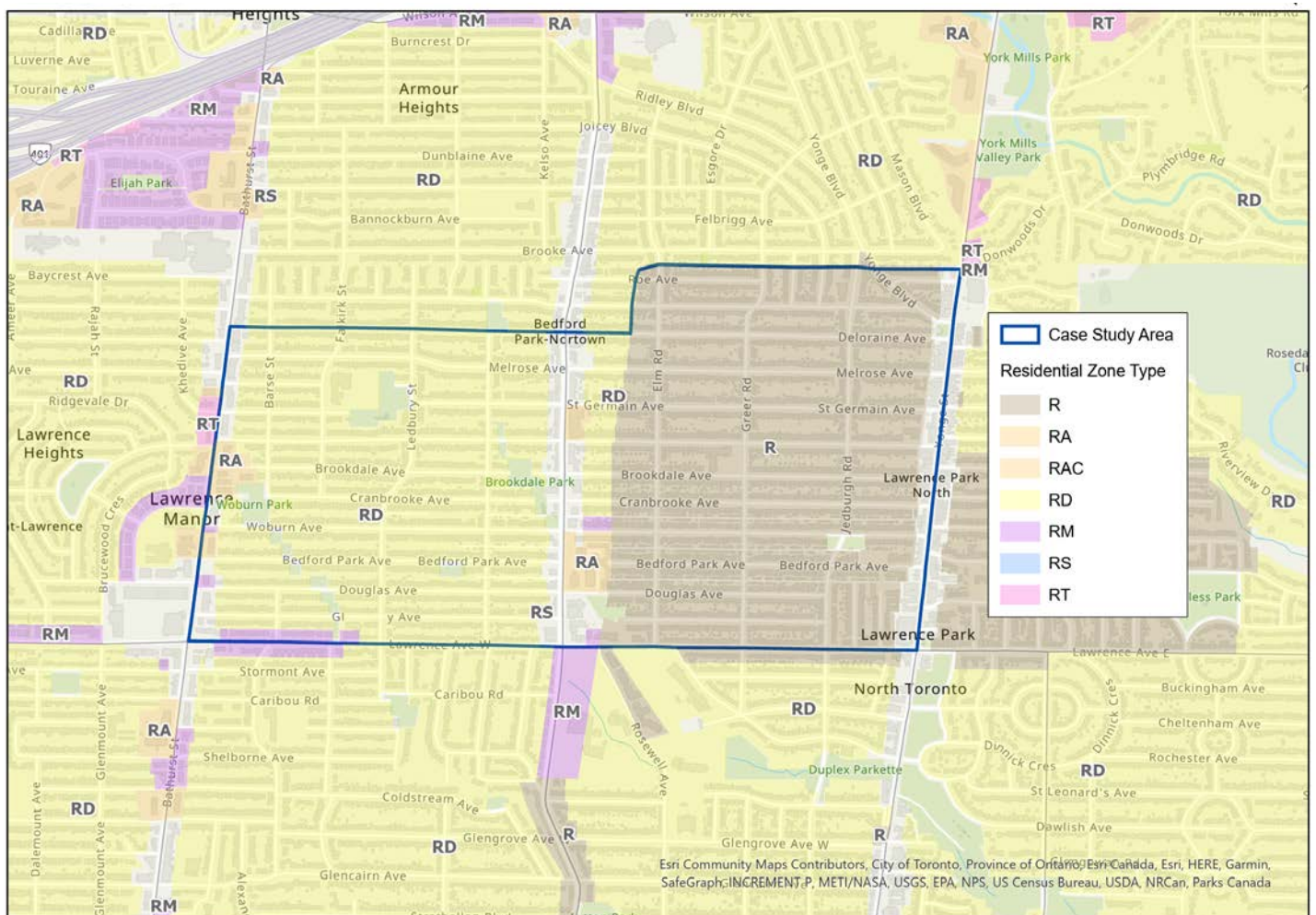Source: Zoning By-law 569-2013, Esri Canada

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Bedford Park

The fifth case study area is in the former municipality of North York, with the approximate boundaries of Bathurst Street to the west, Deloraine Avenue and the lot line south of Brooke Avenue to the north, Yonge Street to the east, and Lawrence Avenue West to the south (see Map B5 below). This area includes adjacent Residential Detached and Residential zones, and a high concentration of residential Building Permits for replacement and renovation, representing 97% of the 358 Building Permits in this area (see Table C2 for further details).

The Bedford Park study area has approximately 157 hectares designated *Neighbourhoods*, of which 53% is in the Residential (R) zone and 45% is in the Residential Detached (RD) zone. In 2016, it had a population of 13,642, which is an 8% increase from 2001. Population increased in both the R and RD zones, by 2% and 17% respectively. Population density is higher in the R zone with an average of 95 persons per hectare in 2016, while the RD zone had an average of 80 persons per hectare.

Map B5: Bedford Park Study Area

Source: Zoning By-law 569-2013, Esri Canada

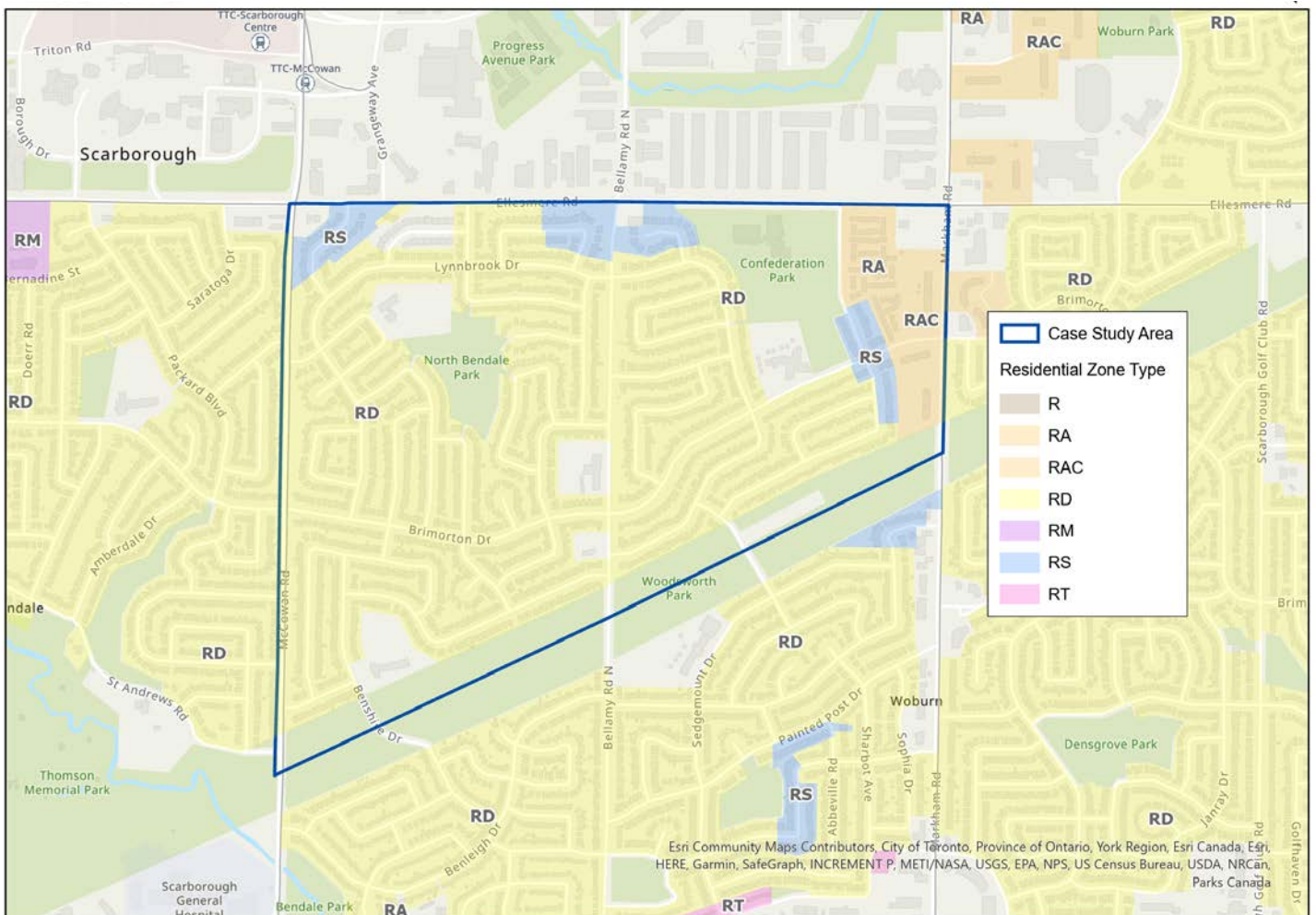Toronto City Planning, Planning Research and Analytics - September 2021

Bendale

Bendale, in the former municipality of Scarborough, is the sixth case study area with the approximate boundaries of McCowan Road to the west, Ellesmere Road to the north, Markham Road to the east, and Woodsworth Park to the south (see Map B6 below). It was included to represent a post-war suburban development context in Scarborough.

The Bendale study area is mostly composed of the Residential Detached zone, which contains 88% of the area's 95 hectares designated as *Neighbourhoods*. Population has increased slightly by 2% to 5,058 from 2001 to 2016. Population density in the RD zone is 60 persons per hectare, the highest population density for an RD zone outside the former Toronto and East York municipalities (of the case study areas analyzed).

Map B6: Bendale Case Study Area

Source: Zoning By-law 569-2013, Esri Canada

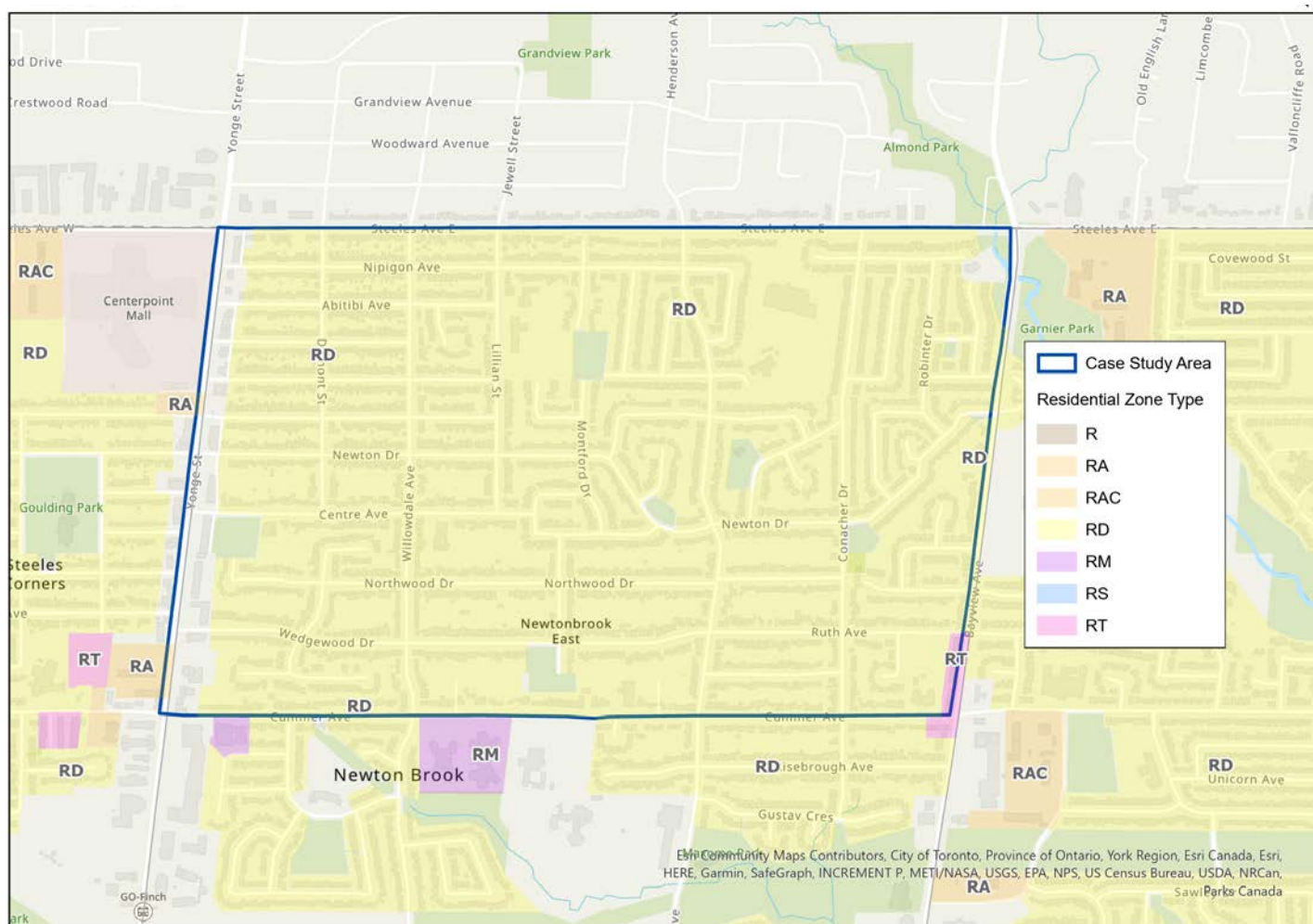Toronto City Planning, Planning Research and Analytics - September 2021

Newtonbrook East

The seventh case study area is in the former municipality of North York, with the approximate boundaries of Yonge Street to the west, Steeles Avenue East to the north, Bayview Avenue to the east, and Cummer Avenue to the south (see Map B7 below). This area has a high concentration of residential Building Permits for replacement and renovation, as well as several pipeline Planning applications.

The Newtonbrook East study area contains 178 hectares with the *Neighbourhoods* designation, which is almost entirely composed of the Residential Detached zone (99.8%). Population decreased slightly (by 1%) to 6,750 from 2001 to 2016. Population density in the RD zone is 38 persons per hectare.

Map B7: Newtonbrook East Case Study Area

Source: Zoning By-law 569-2013, Esri Canada

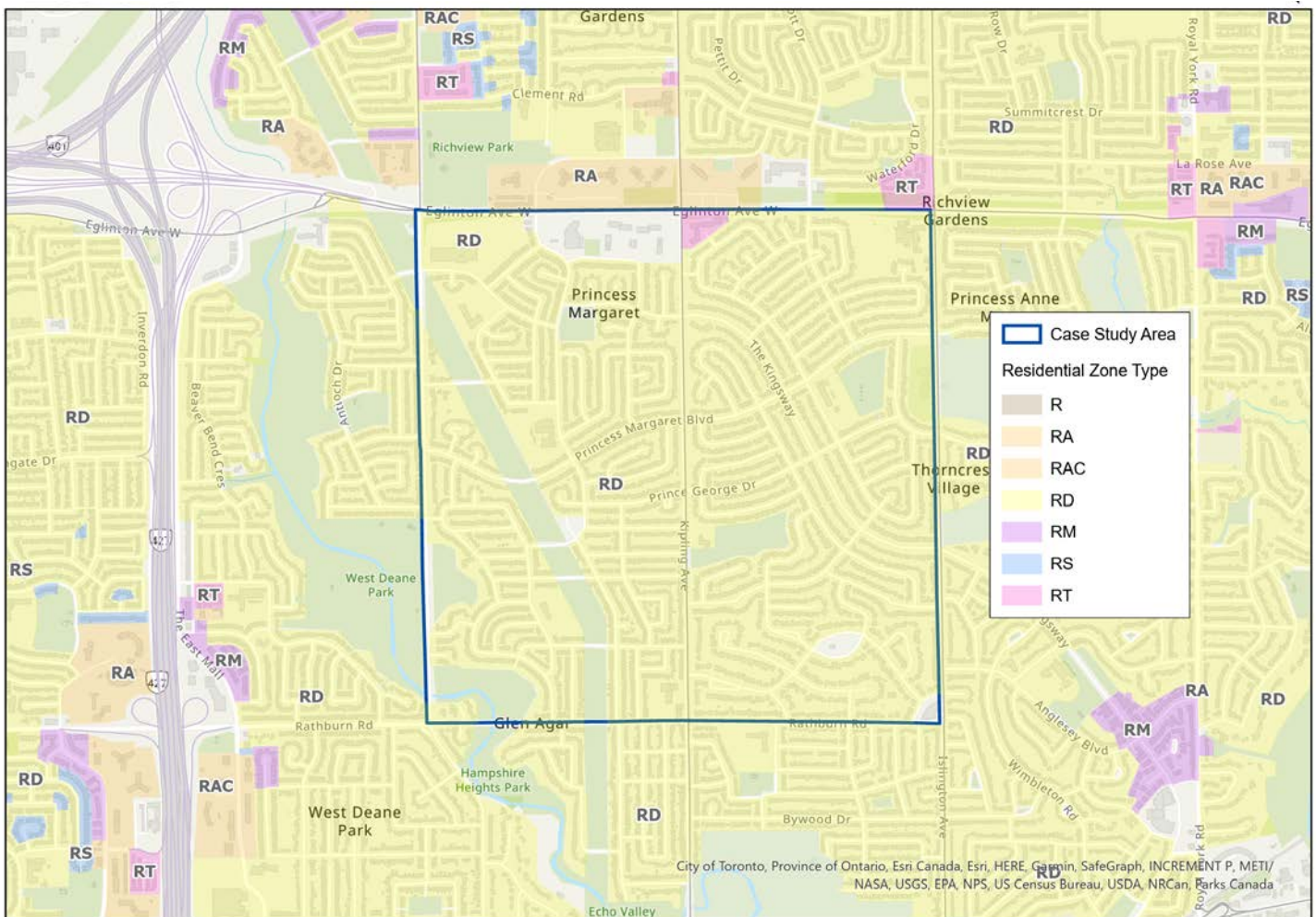Toronto City Planning, Planning Research and Analytics - September 2021

Princess Gardens

The eighth case study area is in the former municipality of Etobicoke, with the approximate boundaries of Martin Grove Road to the west, Eglinton Avenue West to the north, Islington Avenue to the east, and Rathburn Road to the south (see Map B8 below). It was included to represent a post-war suburban development context in Etobicoke.

The Princess Gardens study area is also almost entirely zoned Residential Detached (RD), which contains 99% of the area's 270 hectares designated as *Neighbourhoods*. Population remained stable from 2001 to 2016, with a net loss of 31 residents for a 2016 total of 8,180. Population density in the RD zone is 31 persons per hectare, the lowest of the case study areas analyzed.

Map B8: Princess Gardens Case Study Area

Source: Zoning By-law 569-2013, Esri Canada

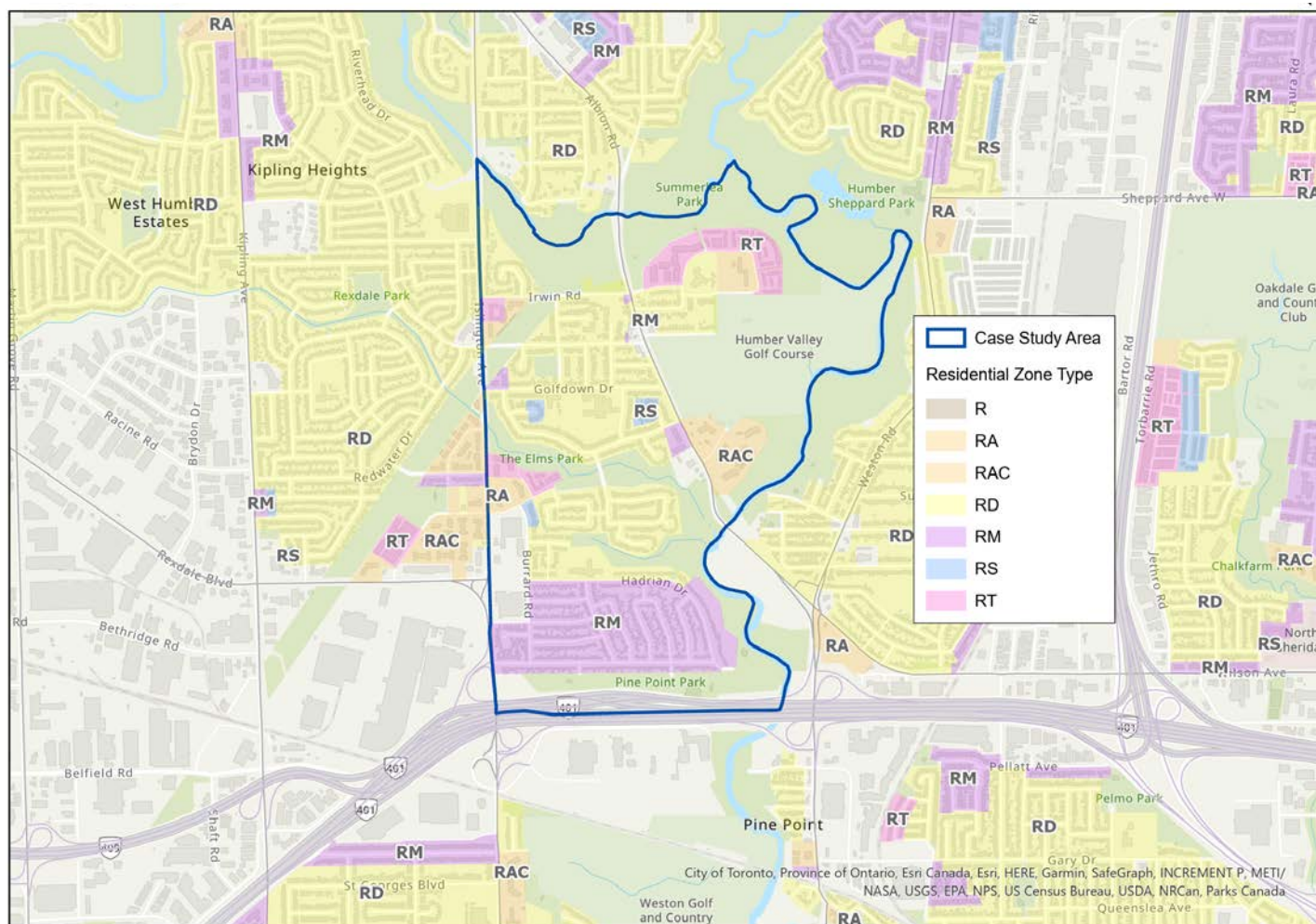Toronto City Planning, Planning Research and Analytics - September 2021

The Elms

The ninth case study area is also in the former municipality of Etobicoke, with the approximate boundaries of Islington Avenue to the west, the Humber River to the north and east, and Highway 401 to the south (see Map B9 below). This area includes adjacent Residential Detached and Residential Multiple Dwelling zones, as well as small sections of Residential Semi-Detached and Residential Townhouse zones.

The Elms study area has approximately 64 hectares with the *Neighbourhoods* designation, of which 59% is zoned Residential Detached (RD) and 40% is zoned Residential Multiple Dwelling (RM). Some population and land area data was excluded from this case study area due to Census volatility (one RD Dissemination Area and two RT). In 2016 it had a population of 2,989, a 6% decrease from 2001. Population decreased more in the RD zone (10%)

than in the RM zone (1%). Population density is higher in the RM zone with an average of 56 persons per hectare in 2016, while the RD zone had an average of 42 persons per hectare.

Map B9: The Elms Study Area

Source: Zoning By-law 569-2013, Esri Canada

Toronto City Planning, Planning Research and Analytics - September 2021

Demographic and Socio-Economic Trends by Zone Type

The demographic and socio-economic composition of the various residential zone types and case study areas was analyzed through a review of Statistics Canada data at the Dissemination Area (DA) level between 2001 and 2016. Some differences between more and less permissive zone types were observed in data relating to overall population, structure type, tenure, immigrant status, mobility, and income. More detailed analysis, found below, was conducted for the four initial case study areas: East York, York, Long Branch, and Palmerston-Dufferin.

Population

In terms of overall population change, some types of less permissive zones were more likely to have lost population between 2001 and 2016 (RD in East York, York and Long Branch), while some types of more permissive zones were more likely to have stable populations in the same time period (RM in York and Long Branch). However, other types of more permissive zones lost population (R in East York and Palmerston-Dufferin). Toronto's overall population increased between 2001 and 2016.

Structure Type

Data for dwelling structure type was compared from 2006 to 2016, due to a change in dwelling classification methods in 2006 from previous Census releases. The largest increases have been for apartment buildings with five or more storeys (29.9%), row houses (12.2%), and detached duplexes (10.1%).

As could be expected based on the permitted uses in the zoning, less permissive zone types are predominantly single-detached houses (RD in East York, York, and Long Branch). The RS zone in East York is also predominantly single-detached houses, but with a significant proportion of semi-detached houses. The more permissive zone types have a wider mix of different dwelling structure types, with a large portion of units located within apartment buildings with less than five storeys.

Tenure

In regards to the tenure of residential dwellings, less permissive zones tended to have more owned dwellings, and more permissive zones tended to have either more rented dwellings, or an even split. The split between owned and rented dwellings was most even in RM zones in York and Long Branch. A majority of dwellings were owned in RD zones in East York, York, and Long Branch, as well as the R and RS zones in East York. The R zone in Palmerston-Dufferin has a higher proportion of rented dwellings than owned dwellings. Citywide, Toronto has slightly more owned dwellings than rented dwellings.

Immigration

Toronto's immigrant population has been almost the same size as its non-immigrant population for the Census years from 2001 to 2016. Less permissive zones were more likely to have more non-immigrants than immigrants (RD and RS in East York, RD in Long Branch), while both types of zones in York were more likely to have more immigrants (RM and RD). However, other types of more permissive zones had more non-immigrants (R in East York and Palmerston-Dufferin, RM in Long Branch), suggesting other and more widespread geographic influences on the location of immigrant populations.

Mobility

Mobility status (whether a person has moved in the last five years) has shifted towards a higher proportion of non-movers in Toronto between 2001 and 2016. This trend is reflected in most of the residential zone types, though some of the more permissive zones (RM in York and Long Branch) have more movers than the less permissive zones in their respective case study areas. This may reflect the greater proportion of rented residential dwellings in RM zones.

Income

Average household income has risen steadily in Toronto from 2001 to 2016 to just over $102,000. There is a clear difference in income levels between more and less permissive zones: less permissive zones have the four highest 2016 average household incomes, averaging just over $102,000 (RD zones in East York, York, and Long Branch, RS in East York), and more permissive zones have the four lowest 2016 average household incomes, averaging $85,000 (RM in York and Long Branch, R in East York and Palmerston-Dufferin).

Appendix C: Tables

Table C1: Net Area and Population Density of Case Study Area Zone Types

Study Area and Zone Type	Net Land Area		Net Population Density			
	Hectares	% of Total	2001	2006	2011	2016
East York	**99.2**	**100.0%**				
RD	42.1	42.4%	114	105	103	103
RS	28.1	28.4%	110	104	108	112
R	27.9	28.1%	149	121	121	122
Other zone types*	1	1.1%				
York	**123.3**	**100.0%**				
RD	61.4	49.8%	42	42	42	41
RM	58.1	47.2%	163	175	173	164
Other zone types	3.7	3.0%				
Long Branch	**78.8**	**100.0%**				
RD	54.7	69.5%	60	55	54	53
RM	24	30.5%	104	97	95	106
Other zone types	0.1	0.1%				
Palmerston-Dufferin	**108.5**	**100.0%**				
R	107.4	99.0%	175	166	163	164
Other zone types	1.1	1.0%				
Bedford Park	**156.4**	**100.0%**				
R	83.7	53.5%	93	91	97	95
RD	70.6	45.2%	68	73	83	80
Other zone types	2.0	1.3%				
Bendale	**95.3**	**100.0%**				
RD	83.7	87.9%	59	59	61	60
Other zone types	11.6	12.1%				
Newtonbrook East	**178.4**	**100.0%**				
RD	178.0	99.8%	38	39	40	38
Other zone types	0.4	0.2%				
Princess Gardens	**269.8**	**100.0%**				
RD	267.3	99.1%	31	31	31	31
Other zone types	2.5	0.9%				
The Elms**	**63.6**	**100.0%**				
RD	37.4	58.8%	47	39	40	42
RM	25.1	39.5%	57	56	56	56
Other zone types	1.1	1.8%				

*Other zone types include non-residential, mixed use, RA and RAC zones

** Part of RD and all of RT zone data excluded due to Census data volatility

Table C2: Building Permit and Planning Applications by Study Area and Zone Type

Study Area and Zone Type	Net Land Area (hectares)	Building Permit Units		2020 Q4 Pipeline	
		Intensification	Replacement	Applications	Units*
East York	**98.1**	**39**	**33**	**1**	**0**
RD	42.1	26	23	0	0
RS	28.1	7	9	1	0
R	27.9	6	1	0	0
York	**119.5**	**31**	**71**	**5**	**196**
RD	61.4	11	54	3	42
RM	58.1	20	17	2	154
Long Branch	**78.7**	**10**	**41**	**1**	**10**
RD	54.7	6	36	1	10
RM	24	4	5	0	0
Palmerston-Dufferin	**107.4**	**228**	**12**	**7**	**75**
R	107.4	228	12	7	75
Bedford Park	**157.0**	**10**	**348**	**2**	**628**
RD	70.6	2	168	0	0
RM*	2.7	0	1	1	455
R	83.7	8	179	1	173
Bendale	**83.7**	**7**	**2**	**0**	**0**
RD	83.7	7	2	0	0
Newtonbrook East	**178**	**6**	**234**	**11**	**156**
RD	178	6	234	11	156
Princess Gardens	**267.3**	**8**	**102**	**2**	**54**
RD	267.3	8	102	2	54
The Elms	**62.5**	**10**	**4**	**1**	**0**
RD	37.4	9	1	1	0
RM	25.1	1	3	0	0
Less Permissive Subtotal	**823.3**	**82**	**629**	**19**	**262**
More Permissive Subtotal	**328.9**	**267**	**218**	**11**	**857**
Combined Total	**1152.2**	**349**	**847**	**30**	**1,119**

*Proposed residential units

**Other zone types are excluded from Table C2, and as a result the net land area sub-totals do not match those contained in Table C1.

Endnotes

1   Official Plan land use designations do not include municipal rights-of-way and highways. Data is accurate as of time of analysis.

2   For the purposes of this discussion, this term includes Provincial highways.

3   Data accurate as of time of analysis.

4   The Q4 2020 Development Pipeline includes development projects with recorded approval or construction activity between 2016 and 2020, inclusive. A development project is the collection of Planning applications having to do with a single site.

5   For more information, please see the *Development Pipeline 2021* Bulletin.